

International Labour Conference

**THIRTY-EIGHTH SESSION
1955**

Eighth Item on the Agenda :

**WELFARE FACILITIES
FOR WORKERS**



**GENEVA
International Labour Office
1954**

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INTRODUCTION

At its 123rd Session (Geneva, November 1953) the Governing Body of the International Labour Office decided to place on the agenda of the 38th (1955) Session of the International Labour Conference the following question:

Welfare facilities for workers:

- (a) feeding facilities in or near the undertaking;
- (b) rest and recreation facilities in or near the undertaking (excluding holiday facilities);
- (c) transportation facilities to and from work where ordinary public transport is inadequate or impracticable.

The reasons why this item on the agenda of the Conference was defined in these terms can be briefly explained.

In the course of the preliminary discussion in regard to the agenda of the 38th Session of the Conference which took place at the 122nd Session of the Governing Body (Geneva, May-June 1953) members of the Governing Body pointed out that the subject "welfare facilities" is a very wide one; it covers a very broad field; it is not limited to any one industry or occupation. They urged that in view of the wideness and even vagueness of the concept, it was essential to define precisely and closely the scope of the question which the Governing Body was to consider at its following session for possible selection as an item on the agenda of the Conference.

With a view to facilitating the process of defining precisely the scope of the question, a survey of the previous action of the International Labour Organisation in the general field of welfare facilities and connected questions was made by the Office and submitted to the Governing Body.

This survey, details of which are given in Chapter I of this report, covered the action in respect of welfare facilities for workers taken by the International Labour Conference, the Asian Regional Conference and the various Industrial Committees. It led to three conclusions:

- (a) While a comprehensive programme has been sketched in outline in the 1947 Conference resolution concerning welfare facilities for workers, Conference action by way of Convention or Recommendation has so far been limited to: (i) aspects of the question of particular concern to special groups of workers; (ii) aspects of the question outside the undertaking; (iii) aspects of the question in immediate connection with health.

(b) The resolutions adopted by the Asian Regional Conference and by Industrial Committees show a real concern with questions of welfare and, while their emphasis naturally varies, they indicate three aspects of the question as being of particular interest. These aspects are: (i) canteens and other feeding facilities in or near the undertaking; (ii) provision of seats, rest rooms and recreation facilities in or near the undertaking; (iii) transportation arrangements between the worker's home and his work.

(c) The above-mentioned three aspects of welfare facilities, i.e., (i) feeding; (ii) rest and recreation; and (iii) transportation, are all mentioned in the 1947 resolution and none has yet been dealt with by the Conference as an item on its agenda.

It appeared to result from these conclusions that it would be possible and appropriate for the Conference at its 1955 Session to take action on the following specific aspects of the question of welfare facilities for workers:

(a) feeding facilities in or near the undertaking;

(b) rest and recreation facilities in or near the undertaking (excluding holiday facilities);

(c) transportation facilities to and from work where ordinary public transport is inadequate or impracticable.

Two further comments may be offered on this definition.

The exclusion of holiday facilities from rest and recreation facilities follows directly from the decision of the Conference in 1953 to request the Director-General to lay before it at its 1954 Session the report on holiday facilities contemplated in the resolution concerning holidays with pay and recreation adopted at its 1949 Session.¹ In view of this decision it is clear that the question of holiday facilities is necessarily excluded from the scope of the question of welfare facilities for workers placed on the agenda of the 1955 Session.

The omission from the subject on the agenda of the question of housing may appear to require some explanation. It is true that the 1947 resolution mentions accommodation of workers employed at a distance from their homes, and resolutions adopted by the Asian Regional Conference and Industrial Committees mention housing and provision of other accommodation. It is also true that the "welfare" aspect of housing is a most important one. The question of workers' housing has, however, many other aspects. It is in itself so very wide and far-reaching that it would appear preferable not to attempt to deal with it as part of an item on welfare facilities for workers but to reserve it for consideration on the agenda of a future session of the Conference.²

¹ This report was submitted to the 37th (1954) Session of the Conference under the title *Utilisation of Holidays with Pay*.

² A chapter on the subject was contained in the *Report of the Director-General* to the 37th (1954) Session of the International Labour Conference.

It may be considered by some that the purely empirical process of definition which has been followed is inadequate, and that it should be supplemented by a more logical approach. Regret may also be felt that certain questions of fundamental principle in the definition of welfare have not been examined. It must be recognised, however, that the concept of welfare varies from country to country according to the character of the social system and the stage of economic development, and that even within the same country the significance attached to the term varies. Welfare has many aspects which differ not only from country to country and from industry to industry but even from undertaking to undertaking.

For the immediate purpose of defining the question placed on the agenda of the 1955 Session of the Conference it does not seem necessary to establish an internationally accepted logical definition of the concept, and for practical purposes all that is called for is to enumerate, as is done in the 1947 resolution concerning welfare facilities for workers, a certain number of services, facilities and amenities which are generally accepted as falling within the framework of welfare facilities for workers, and on which it may be considered possible and desirable for the Conference to take action in 1955. This *ad hoc* enumeration is not to be regarded as in any sense a complete definition of the concept "welfare facilities".

As the field of welfare facilities is so wide, it is clearly impossible for the Conference to cover the whole question at one time. Like many other questions which have been considered by the Conference in the past it is necessary to deal with it by stages and to select for treatment from time to time those aspects of the question on which it appears most probable that the Conference will be able to reach concrete results.

While it is, of course, for the Conference to decide whether the question placed on its agenda should be dealt with by way of Convention or Recommendation, it was suggested in the paper submitted to the Governing Body at its 123rd Session that if the Governing Body decided to place this question on the agenda of the 1955 Session of the Conference it would be understood that it would be with a view to the Conference dealing with the item by way of a Recommendation rather than a Convention, and further that certain parts of the possible Recommendation, for example those relating to recreation facilities, would be for the guidance of the parties in industry concerned rather than of governments, and that it would be appropriate for national action on such parts of the possible Recommendation to be taken under collective agreements or other arrangements between the parties not involving government action.

The item is to be dealt with by the Conference under the double-discussion procedure as prescribed by the Standing Orders, in accordance with which the Office has drawn up the present preliminary report for communication to governments preparatory to a first discussion by the Conference.

The report comprises a survey of the relevant law and practice in the various countries, together with a questionnaire. It will be followed by a second report based on the replies of the governments to the questionnaire and indicating the principal points arising under the item which require consideration by the Conference.

In accordance with the Standing Orders this preliminary report is being circulated so as to reach governments not less than 12 months before the opening of the 38th (1955) Session of the Conference (1 June 1955).

The Standing Orders contain the following provision with regard to the replies of the governments:

The replies of the governments should reach the Office as soon as possible and not less than eight months before the opening of the session of the Conference at which the question is to be discussed. In the case of federal countries and countries where it is necessary to translate questionnaires into the national language the period of four months allowed for the preparation of replies shall be extended to five months if the government concerned so requests.

In order, therefore, that the Office may have time to examine the replies and prepare and despatch the second report to reach governments early enough for the proper consideration of the proposals contained therein, it is requested that the replies to the questionnaire should reach the International Labour Office in Geneva not later than 1 October 1954.

CHAPTER I

PREVIOUS ACTION BY THE I.L.O.

The increasing recognition by governments, employers and workers alike that welfare facilities constitute a genuine need is a relatively recent development of social philosophy. In an earlier period the provision of welfare facilities was regarded by all concerned with varying degrees of hostility, suspicion or doubt. Many governments considered that government intervention was inappropriate in industrial matters other than the legal regulation of specifically delimited conditions of employment; many employers considered that the employers' responsibility was sufficiently discharged by observing conditions laid down by legislation or provided for by collective agreements; many workers considered that the provision of welfare facilities constituted an interference with their personal freedom of action. In the international field indications of this attitude are to be found as late as 1924 in some of the terminology used in the Utilisation of Spare Time Recommendation adopted by the International Labour Conference in that year.

It was during the Second World War that in many countries a profound change occurred in the attitude of workers, employers and governments. Workers increasingly recognised, on the one hand, that conditions of life and work had become so difficult and complicated that it was no longer feasible for them to provide for themselves individually certain desirable amenities and facilities and, on the other, that it did not constitute an invasion of any of their essential freedoms to benefit from certain social services provided either by the employer or by the community or by both. Governments and employers on their side increasingly recognised that it was desirable for them, either in collaboration or by individual initiative, to take action to meet these needs for welfare facilities and amenities and to provide certain common services for the workers. This changed attitude is reflected on the international plane in the Declaration of Philadelphia and more particularly in the resolution on welfare facilities for workers unanimously adopted by the International Labour Conference in 1947.

The 1947 Resolution concerning Welfare Facilities for Workers

The resolution on welfare facilities for workers adopted in 1947 has largely determined the subsequent action of the International Labour Organisation in this field.

In that resolution the Conference drew attention to the importance of establishing in undertakings, wherever appropriate, in co-operation with representatives of the workers concerned and under properly qualified management, such services, facilities and amenities as adequate canteens, rest and recreation facilities, sanitary and medical facilities, arrangements for travel to and from work and for the accommodation of workers employed at a distance from their homes, and such other services, amenities and facilities as contribute to improve the conditions under which workers are employed. The Conference also requested the Governing Body—(a) to instruct the International Labour Office to expand its studies of the administration and working of such services, facilities and amenities; (b) to consider the desirability of placing the question, or such aspects of it as may be appropriate, on the agenda of an early session of the Conference; and (c) to refer to future regional conferences and to the Industrial Committees for consideration such aspects of the question as may present special problems in particular regions or industries.

Welfare Questions at Regional Conferences and Industrial Committees

In pursuance of the 1947 resolution the Governing Body placed on the agenda of the Asian Regional Conference in 1950 the question of "Provision of Facilities for the Promotion of Workers' Welfare" and the Conference adopted a detailed resolution on the question.

The Governing Body also placed questions relating to welfare facilities on the agenda of the following Industrial Committees, which all adopted resolutions relating to aspects of the question of special importance to the industries concerned: the Textiles Committee (First and Second Sessions, 1946 and 1948), the Building, Civil Engineering and Public Works Committee (Third Session, 1951), the Petroleum Committee (Third and Fourth Sessions, 1950 and 1952), the Iron and Steel Committee (Fourth Session, 1952) and the Coal Mines Committee (Fifth Session, 1953). In addition the Governing Body has placed the question of welfare facilities for dockworkers on the agenda of the Fifth Session of the Inland Transport Committee (1954). It may also be noted that the Inland Transport Committee in a resolution on regularisation of employment of dockworkers recommends the setting up of canteens and waiting rooms and that the Chemical Industries Committee in a resolution on hours of work makes recommendations for the provision of feeding, transport and recreation facilities for shift workers.

A significant feature of the reports prepared for these sessions of Industrial Committees is that while the particular welfare facilities provided vary in character to meet the special conditions in each industry, all include in one form or other feeding facilities, rest and recreation facilities and transport facilities.

*Instruments Adopted by the Conference relating to
Special Groups of Workers*

Aspects of the question of welfare facilities are dealt with, usually incidentally or subsidiarily as particular aspects of another question, in several Conference instruments relating to special groups of workers, adopted either before or after the 1947 resolution.

Seafarers. Welfare facilities are treated in the Accommodation of Crews Convention (Revised), 1949, the Food and Catering (Ships' Crews) Convention, 1946, the Bedding, Mess Utensils and Miscellaneous Provisions (Ships' Crews) Recommendation, 1946, and the Seamen's Welfare in Ports Recommendation, 1936. The general scope of these instruments is indicated by their titles; they all deal with welfare facilities in special relation to conditions of seafarers' life and work.

Agricultural workers. The Living-in Conditions (Agriculture) Recommendation, 1921, contains provisions relating to accommodation for agricultural workers.

Workers in non-metropolitan territories. Provisions relating to workers' welfare are included in the Social Policy (Non-Metropolitan Territories) Convention, 1947, and the Social Policy in Dependent Territories Recommendations, 1944 and 1945.

Migrants. The welfare of migrants during the journey, on board ship and on arrival in port is dealt with incidentally in the Migration for Employment Convention (Revised), 1949.

Women workers. Provisions concerning child care services are contained in the Equal Remuneration Recommendation, 1951, and the Maternity-Protection Recommendation, 1952.

*Instruments Adopted by the Conference relating to
Workers in General*

Certain aspects of welfare facilities are dealt with in two instruments of general application adopted by the Conference in 1924 and 1953 respectively.

Spare time. The Utilisation of Spare Time Recommendation, 1924, deals with facilities for the utilisation of workers' spare time outside the undertaking and contains general recommendations relating to a wide variety of questions including—

(a) encouragement of individual hygiene by the provision of public baths, swimming pools, etc.;

(b) action against the misuse of alcohol, against tuberculosis, venereal diseases and gambling;

(c) improvement of the workers' domestic economy and family life (gardens, allotments, poultry-keeping, etc.);

(d) development of the physical health and strength of the workers by means of games and sports;

(e) extension of technical, domestic and general education (libraries, reading rooms, lectures, technical and general courses, etc.);

(f) improvement of transportation in order to reduce to a minimum the time spent in travelling to and from work;

(g) increase in the number of healthy dwellings at low rentals in garden cities or urban communities.

Welfare in connection with health. The Protection of Workers' Health Recommendation, 1953, which deals with the protection of the health of workers in places of employment, includes a paragraph containing certain provisions relating to health which are of a welfare character, in particular—

(a) provision of adequate and suitable lighting;

(b) maintenance of suitable atmospheric conditions;

(c) provision and maintenance of sufficient and suitable sanitary conveniences and washing facilities and adequate supplies of wholesome drinking water;

(d) in cases where it is necessary for workers to change their clothing when commencing or ceasing work, provision or maintenance of changing rooms or other suitable facilities for the changing and storage of clothing;

(e) in cases where the workers are prohibited from consuming food or drink at their workplaces, provision of suitable accommodation on the premises for taking meals, unless appropriate arrangements exist for the workers to take their meals elsewhere.

It will be seen from the above brief survey of the action taken by the International Labour Organisation in the field of welfare facilities for workers that Conference action by way of Convention or Recommendation has so far been limited to (i) aspects of the question of particular concern to special groups of workers; (ii) aspects of the question outside the undertaking; (iii) aspects of the question in immediate connection with health.

If in any respect the points to be considered by the Conference under the present item on the agenda would appear to overlap any points already considered by the Conference, it would be understood that any international instrument that may be adopted by the Conference on the present item on the agenda would be without prejudice to arrangements made or to be made in application of existing Conventions or Recommendations.

CHAPTER II

FEEDING FACILITIES

The provision of feeding facilities in or near the undertaking assumes a wide variety of forms.

The most developed form is that of the canteen or restaurant in or near the undertaking where the workers may buy hot meals at reasonable prices. In order to avoid possible misunderstanding it should be pointed out that the word "canteen" does not bear the same meaning in all countries. In some countries "canteen" usually means a shop or counter from which foodstuffs and other articles are sold, not for immediate consumption. In other countries it means an installation providing meals for consumption on the premises. In this report the word will be used in the latter sense.

It is only since the Second World War that the practice of installing canteens has become widespread. Previously they were to be found in certain large undertakings in several countries, but they were not very numerous and in all cases were set up on the initiative of the particular undertaking. During the Second World War the development of industrial canteens was greatly accelerated, particularly in Canada, the United Kingdom and the United States. In these and other countries the organisation of feeding facilities in industrial undertakings was encouraged because it met a need due to the exceptional conditions existing during the war years—extension of hours of work, increased shift work and night work, increased employment of women—and because it was thus possible to provide for the workers nourishing meals at a time when food was rationed. In the immediate post-war years in certain European countries such as France and Italy, food shortages and the high prices of foodstuffs fostered the growth of canteens and other food-service facilities in industrial undertakings. Although the special wartime and post-war conditions have in most cases disappeared, the canteen has proved its value and become an established feature of industrial welfare. In some cases in these and other countries the motive for setting up works canteens was different. Some new industrial undertakings were situated at a distance from residential centres, and it was impossible for the workers either to go home for the midday meal or to obtain meals in the neighbourhood of the undertaking. In these circumstances it became necessary for the undertaking to provide feeding facilities.

Although the reasons which have led to the establishment of canteens vary somewhat from country to country, from industry to industry, and from

undertaking to undertaking, the present position is that in many countries canteens are set up and maintained in virtue of legislative provisions, provisions of collective agreements or other arrangements between management and workers or on the initiative of individual undertakings.

Apart from canteens supplying hot meals, many other types of feeding facilities in or near the undertaking are provided.

In some cases the feeding facilities consist in the provision of a snack-bar, buffet, kiosk or lunch-stand from which milk, tea, coffee and other beverages and snacks are dispensed, or of mobile services such as lunch-wagons, trolleys and mobile canteens from which either light refreshments or full meals may be obtained. Sometimes provision is made for a messroom with facilities for preparing or heating food and drink brought by the workers themselves. In other cases the facilities are even simpler, consisting only of a room with tables and chairs, in which the workers may eat the food brought by them. Special arrangements are made in undertakings in certain countries for the provision free or at very low cost of soup, tea, milk, or other refreshments either for all workers or for women workers and juveniles, and for shops or counters at which food may be bought at wholesale or specially low prices.

No one country has a monopoly of any one of these forms of providing feeding facilities. In certain countries, indeed, all forms may be found coexisting.

In the following pages a brief analysis will be given of the available information relating to the law and practice on each of these main types of feeding facility.

CANTEENS PROVIDING HOT MEALS

The measures in virtue of which canteens providing hot meals are set up vary greatly from country to country.

In some countries provision for the establishment of canteens is made in virtue of factory or similar legislation; examples of this kind of regulation are to be found in Brazil, Burma, Egypt, India, New Zealand and the United Kingdom.

In other countries, for example in Austria, France and Yugoslavia, canteens are set up in virtue of powers conferred by law or regulations upon works committees. In Argentina the Constitution recognises the workers' right to adequate nutrition, and in application of this principle the Government has organised canteens for workers in public undertakings. In other countries, for example in some of the Latin American and Northern European countries, provisions relating to canteens and other feeding arrangements sometimes exist in collective agreements.

Finally, in some countries, for example Australia and the United States, there is no obligation in virtue of legislation and very rarely any obligation in virtue of collective agreement, but canteens are widely provided on a voluntary basis.

Thus, in the United States, even before the Second World War, in-plant feeding was a common practice; a report on health practices in industrial establishments in the United States, published by the National Association of Manufacturers in the autumn of 1941, indicated that 41 per cent. of 2,064 manufacturing plants provided lunch-rooms for their employees in 1940. In 1944 a nation-wide survey of manufacturing plants engaged in war work conducted by the War Food Administration showed that in March of that year 49 per cent. had food service facilities. Data relating to May 1945 provided by the War Food Administration for 936 plants, employing in the aggregate over four-and-a-half million workers and each employing more than 1,000 workers, indicated that 83.3 per cent. had food-service facilities, that 90.7 per cent. of the workers in the 936 plants were employed in the plants with facilities and that 54.6 per cent. of the workers in the plants with facilities were actually being served mid-shift meals.¹ In 1950 a report issued by the National Industrial Conference Board covering 138 establishments employing 905,158 workers showed that 73.9 per cent. of the establishments had cafeterias.²

Governments are asked to give their views on the desirability of the setting up and operation of canteens providing hot meals (*question 6*).³

*Provision of Canteens in Virtue of Factory
or Similar Legislation*

Specification of a Minimum Number of Workers.

In cases in which canteens are provided in virtue of factory legislation or similar measures the obligation to set up a canteen usually arises only for factories employing more than a specified minimum number of workers.

Thus, in Brazil a Legislative Decree of 1943 on the consolidation of labour legislation provides that in industrial and commercial undertakings in which more than 300 persons work a refectory must be set up. These refectories must be installed in accordance with the rules laid down by the Ministry of Labour, Industry and Commerce. In addition a Legislative Decree of 1946 and its rules of application of the same year provide that the National Confederation of Industry shall set up a Social Service for Industry to take measures for the social well-being of industrial workers, nutrition being specifically mentioned. In Burma, under the Factories Act of 1951, rules may be issued concerning the provision of canteens for factories employing more than

¹ I.L.O.: *Nutrition in Industry*, Studies and Reports, New Series, No. 4 (Montreal, 1946), pp. 61 and 64.

² NATIONAL INDUSTRIAL CONFERENCE BOARD: *Company Food Services*, Studies in Personnel Policy, No. 104 (New York, 1950), p. 13.

³ The text of the questions referred to here and on subsequent pages will be found on pp. 88-96.

250 workers. Further, the Oilfields (Labour and Welfare) Act of 1951 stipulates that every operator employing more than 200 persons must provide and maintain, *inter alia*, a suitable lunch-room. In India section 46 of the Factories Act of 1948 empowers provincial governments to require any factory ordinarily employing more than 250 workers to provide one or more canteens for the use of the workers. In New Zealand the Factories Act of 1946 empowers the Factory Inspector to require the provision of a canteen where the number of persons employed in a factory and requiring their meals at the factory exceeds 100. In the United Kingdom the Factories (Canteens) Order of 1943, which revoked the Factories (Canteens) Order of 1940, empowered (subject to provision for exemptions) the Chief Inspector of Factories to direct any factory employing more than 250 persons to set up in or near the factory a suitable canteen or additional canteen for the provision of hot meals to workers. Similar Orders gave powers in respect of canteens at docks and at building sites irrespective of the number employed. Regulations issued in 1948 under the Factories Act of 1937 extend the powers of the Minister of Labour and National Service in respect of the making of regulations relating to welfare matters which already included arrangements for preparing or heating and taking meals, to include arrangements for canteens. These powers have been invoked in three Codes of Regulations made for building, jute and clay works.

Other Legislative Measures.

In Egypt the legislation does not lay down any minimum number of workers but it provides (section 27 of Act No. 317 of 1952 on the Individual Labour Contract) that the employer who employs workers at places distant from any centre of habitation (to be determined by a decree of the Ministry of Social Affairs) is obliged to provide them with food at very low prices. A decree made under this Act by the Ministry of Social Affairs on 15 June 1953 specifies the following zones as being at a distance from any centre of habitation: the provinces of the Red Sea, Sinai, the West and the South, together with places of work distant at least 15 kilometres from the limits of the nearest town or village. The report of the Department of Labour for Egypt for 1951 gives the result of a special survey of 150 establishments employing more than 100 workers. This report states that 57 establishments employing 70,450 workers have built dining halls, 40 of which make regular meals available to 64,000 workers.

In certain countries the legal obligation to set up canteens applies only to a particular industry. For example, in the petroleum industry, legislation in Mexico and Venezuela requires the provision of canteens. In Venezuela the oil companies are under a legal obligation to set up and maintain canteens, usually known as workers' restaurants. Under a decree of 1951 companies are obliged to maintain existing canteens and install new ones within six months of the promulgation of the decree. Such canteens have to be established on

all permanent work sites on which more than 250 workers are employed, and in places where there are no facilities for obtaining food, if they employ 50 or more workers.

An example of another industry in which there is a legal obligation to set up canteens is the dockworking industry. In the Netherlands, under the Stevedoring Regulations, 1950, it is stipulated, subject to exceptions, that if more than 25 port workers are employed on stevedoring, whether on board or ashore, a canteen must be provided.

Further, in lumber camps and similar undertakings there is a legal requirement in some of the Canadian provinces for cookhouses and connecting dining rooms to be provided. Thus, in Alberta, Manitoba and Saskatchewan, in lumber, mining and construction camps a properly constructed building or tent must be provided for the purposes of a cookhouse with a connecting dining room, and a separate building or room must be provided for storage of perishable or unwrapped foods.

Methods of Determining or Influencing Conditions in Canteens.

Two different methods are employed for determining or influencing the accommodation, equipment, quality of food and prices in the canteens.

One method is to lay down detailed specifications by administrative rules. Thus, in Burma the Factories Act of 1951 provides that rules may specify the type of accommodation, furniture and other equipment, the quality of the food and the price to be charged in the canteen. In India under the Factories Act of 1948 rules to be issued by provincial governments may contain, *inter alia*, stipulations as to the foodstuffs to be served and the charges to be made. Under this Act rules made by the government of Bombay in 1950 contained very detailed provisions with regard to the construction of the canteen, its equipment and its accounts.

The second method is to appoint government officials to give advice or guidance in respect to the technical questions involved in the setting up or management of canteens. Thus, in the United Kingdom, Factory Canteen Advisers have been appointed by the Ministry of Labour and National Service to advise managements on the technical aspects of catering.

Governments are consulted on the desirability, if canteens are provided in virtue of laws or regulations on conditions of employment, of the application of such provisions only to undertakings employing more than a specified minimum number of workers (*question 7*).

Provision of Canteens in Virtue of Works Committee Legislation

In a considerable number of countries canteens are provided in virtue of legislation requiring the setting up of works committees with responsibilities which include welfare.

Thus in France welfare services within undertakings are entrusted to works committees which, by an Ordinance of 1945 amended in 1946, have been compulsorily established in every undertaking employing not less than 50 workers. Large undertakings may have several canteens, including separate ones for various categories of personnel employed in the undertaking. In Austria (Act respecting Works Councils of 1947), Belgium (Act respecting the Organisation of the Economic Life of the Country of 1948), Bulgaria (Regulations respecting Rules of Employment of 1947), Czechoslovakia (Decree respecting Works Councils of 1945 and Amending Act of 1948) and Yugoslavia (Basic Law respecting the Administration of Public Undertakings of 1950), canteens and other feeding facilities in the undertaking are also provided under arrangements relating to works committees.

In the case of Austria, Belgium and France the task of these committees, which are presided over by the employer or his representative, includes co-operation with the management in the various welfare schemes established in the undertaking, including works canteens.

In Belgium an inquiry into the activities of works councils made in 1952 relating to 796 undertakings showed that in 353 undertakings out of 682 replying to the inquiry works councils had taken decisions relating to the management of welfare facilities; only 60 of these works councils had taken decisions relating to canteens, messrooms and commissariats. The Belgian Social Council for the Safety, Hygiene and Embellishment of Work Places, which is an advisory body attached to the Ministry of Labour and Social Insurance, organises periodic surveys of undertakings in which canteens do not exist, with a view to encouraging the setting up of canteens. A survey published in 1950 by the Federation of Belgian Industries showed that of 192 undertakings co-operating in the survey 184 had various forms of food-service facility, of which 114 served soup and 67 a hot dish.

In the Federal Republic of Germany the Organic Industrial Act of 1952 provides that works councils have a right to co-determination in the administration of welfare facilities including, *inter alia*, canteens. Prior to the enactment of this measure canteens were already in operation in very many of the larger undertakings. Directions issued in 1938 by the Minister of Labour of the Reich, which contain detailed provisions relating to messrooms, also contain recommendations relating to the provisions of opportunities for the workers to obtain from the works kitchens hot meals at moderate prices. During and since the Second World War facilities for obtaining hot meals have been widely provided and the workers have taken full advantage of them. As, however, the food situation in Germany has gradually become easier, utilisation of the facilities has decreased somewhat.

The views of governments are sought in regard to the desirability, if canteens are provided as part of the responsibility of works committees set up in virtue of laws or regulations, of that responsibility being exercised only

in undertakings employing more than a specified minimum number of workers, e.g., 50 (*question 8*).

Provision of Canteens in Virtue of Collective Agreements

In Europe and North America it is relatively rare to find cases in which collective agreements provide for the setting up of canteens. Isolated examples are, however, to be found in the Netherlands, Sweden and the United States.

Thus, a bulletin issued in 1949 by the United States Department of Labor refers to provisions in collective agreements relating to eating facilities. It is there stated that while it had been customary in many instances for agreements to require the employer to provide clean and sanitary places where employees might eat their lunch, the broader problem of in-plant feeding became increasingly important during the war period. This was particularly true where large plants sprang up in outlying districts or where plants enlarged rapidly and public eating facilities were not adequate.

Agreements may provide that these facilities be maintained by the company, sometimes with union co-operation. These facilities may include in-plant feeding; they may be limited to the provision of hot coffee at cost during the meal period; or they may merely call for suitable eating places to be furnished by the company.¹

Contrary to the practice in European or North American countries provisions relating to the setting up of canteens are not infrequently found in collective agreements in Latin America. Some collective agreements in Colombia contain fairly detailed provisions on canteens; one of them provides that conditions in the canteen kitchen should be hygienic, that food should be stored in a suitable pantry or larder to prevent deterioration, and that suitable filters for drinking-water should be installed. In Peru agreements provide that there should be restaurants for the workers, equipped with a kitchen, refrigerator and similar installations.

Voluntary Provision of Canteens by the Undertaking

Canteens are often provided voluntarily on the initiative of the undertaking even in countries in which some measure of legislative or other obligation exists. For example, in the United Kingdom at the end of September 1953, the number of factories, docks and buildings which had arrangements for the serving of meals was 20,185. The majority of these had been provided voluntarily without the existence of any legal requirements. Although there is some legislation, the provision of feeding facilities arises in the main from voluntary action by the employers who provide and maintain arrangements as an employee service and accept the financial responsibility.

¹ UNITED STATES DEPARTMENT OF LABOR, Bureau of Labor Statistics: *Collective Bargaining Provisions: Safety, Health and Sanitation*, Bulletin No. 908-14 (Washington, D.C., 1949), p. 29.

In addition, in a large number of countries in which there is no legal obligation to set up canteens providing hot meals, such canteens have been set up as a result of the individual initiative of the undertaking.

Thus, in Australia the development of factory canteens was accelerated during the Second World War, the Commonwealth Government giving the lead by providing facilities in munition factories and other places producing war supplies. Since the war, private industry has increasingly provided canteens and they have now come to be generally regarded as essential where there are no suitable facilities in the vicinity of the undertaking where workers may obtain meals. In most new factories they are now provided as a matter of course. Where food service facilities are provided, it is usual for them to be available to all employees of the undertaking. In Canada a survey made in 1947 by the Nutrition Division, Department of National Health and Welfare, showed that out of 574 plants reporting, 38 per cent. had food services of the hot meal canteen variety. This figure compared with 34 per cent. in a study undertaken during the war also by the Nutrition Department. An interesting feature of the survey is that the increase since the war in hot meal canteens was not limited to large plants but was found even in plants with less than 100 workers. In Chile canteens are organised particularly in undertakings which have Social Service Departments. In Finland most of the large industrial and other undertakings, especially in rural areas, provide canteens serving cheap meals on a no-profit basis. In Greece provision of a canteen is rare but is found in a limited number of factories. In Haiti it is rare to find canteens except in a few undertakings at a distance from urban centres and even in these undertakings the canteen generally provides meals only for the administrative staff and skilled workers. In Israel canteens exist in approximately 200 of the large undertakings. In certain groups of smaller undertakings arrangements exist whereby meals are supplied from a central kitchen, brought to the factory, office, shop or workshop, and warmed up there.

In Italy even before the war canteens serving hot meals existed in many large undertakings and the number has since greatly increased. In a survey issued in 1953 by the General Confederation of Italian Industry, entitled "Italian Industry for its Workers", particulars are given of food service facilities in hundreds of Italian undertakings, including details of the number of persons served in the canteen, the composition of the meals, the prices charged, etc. Many of the canteens are in attractively designed and decorated buildings with modern lighting and ventilation, comfortable furniture and up-to-date kitchen equipment, and they provide meals carefully planned for their nutritional value. These canteens have been set up voluntarily by the employers; there is no obligation to provide them either under legislation or, except in rare cases, under collective agreement. A few examples of the canteens of which particulars are given in the survey of the General Confederation of Italian Industry may be cited. One undertaking provides in its various factories meals for about 13,000 workers daily; the installations include an

electrically operated bakery. Another undertaking provides meals daily for approximately 30,000 workers in its various factories, the meal usually consisting of two courses with wine. In a third undertaking, the canteen provides midday meals for 1,500 persons on a cafeteria basis and an evening meal for 250 persons on a table service system. Undertakings providing canteens for their workers are not confined to any one area of Italy or any one industry; they are to be found throughout the country in rural as well as in urban districts and in all sections of the economy. In Japan canteens exist in a certain number of the larger undertakings. While the setting up of such canteens is voluntary, questions relating to sanitation in the dining room and kitchen are contained in the Labour Safety and Sanitation Ordinance, Chapter IX, Articles 220-222.

In Lebanon one large undertaking has a canteen at which adequate meals are served at extremely low prices. In Luxembourg in large undertakings canteens provide meals at low prices. In the Netherlands canteens are to be found in a limited number of large undertakings, but in some cases they provide only hot beverages and do not serve food. In Sweden provision of canteens is widespread in the larger undertakings and the canteen rooms reach a high average level, particularly in new factory buildings where there are very comfortable finely equipped canteens. Normally separate premises are provided for different classes of personnel, but in some cases the premises are common to all. The trend is toward the latter practice. The canteens in the smaller establishments do not serve cooked meals; some serve hot drinks such as coffee and also sandwiches or porridge and milk or various light refreshments. In Turkey canteens are provided in a few cases in the larger establishments. In the Union of South Africa some undertakings have established restaurants which serve hot meals at prices lower than those charged commercially. In the United States it was estimated in 1945 that approximately 7 million industrial workers were then taking mid-shift meals in in-plant feeding establishments, of whom about 4 million were employed in 900 plants and another one-and-a-half million in 1,700 additional establishments. In Uruguay some large undertakings in the meat-packing, textile and other industries have installed workers' restaurants in which meals are provided at reasonable prices.

In some countries in which canteens are not generally found they have been established in the petroleum industry. Thus in Curaçao several canteens are provided, and in Trinidad, where canteens or other feeding arrangements are not in great demand in view of the proximity of the centres of population to the work sites and also the existence of catering establishments in the villages close to the areas of operation, where the need exists and circumstances justify, canteens equipped with dining facilities and modern kitchen arrangements are provided in both refinery and oilfield areas. In Iraq canteens are maintained in all operating centres; they are in permanent buildings, equipped with modern cooking installations and furnished with tables, benches and utensils.

This brief enumeration of the position in certain countries where there is no legal obligation to provide canteens shows that in not a few of these countries a considerable number of undertakings are to be found with canteens providing hot meals.

Governments are asked to give their views on the desirability, if canteens are provided in virtue of collective agreement or in any other manner except as indicated in questions 7 and 8, of such arrangements applying only to undertakings employing more than a specified minimum number of workers (*question 9*).

Information, Advice and Guidance on Canteens

In this chapter reference has so far been made to "canteens" without any attempt to specify the various characteristics which distinguish a good canteen from a bad. In fact, however, in every country in which canteens are in operation they vary greatly in standard. At one end of the scale are to be found canteens which are windowless and drab, with uncomfortable benches and dirty tables in which an unwilling staff dispenses lukewarm, unappetising and monotonous food. At the other end of the scale are canteens which are light, brightly painted and decorated, comfortably furnished and spotlessly clean, with pleasant staff serving hot, tasty and varied meals.

The value of the canteen to the worker and to the undertaking depends on the extent to which the facilities it provides are really serving the purposes for which it was set up. The aim is not to enable the worker to obtain enough indifferent food to keep him going till the end of the day; it is to provide him with a pleasant and nutritious meal in relaxing surroundings. If this aim can be attained the canteen will justify itself not only by contributing to the comfort and satisfaction of the worker but also by contributing to his productivity and the output of the undertaking in which he works.

The difference between a good and a bad canteen is by no means only a matter of the money that is put into it. It is above all a matter of planning and attention to detail.

In the following pages some mention will be made of particular points which have been borne in mind in various countries in planning and operating canteens. Whole volumes have been written on the subject, and within the limited space of this report only a few of the principal points can be touched upon.

Location of the Canteen.

In planning the canteen experience shows that it is important to give careful thought to its location in relation to the various buildings or departments of the undertaking concerned. The simplest case is that in which the undertaking occupies a single building. In that case the canteen will normally be placed at some relatively central point in the building, reasonably easy

of access from all departments and not too far from the cloakrooms or toilets. Where the factory occupies a building with several storeys there are advantages in locating the canteen either on the ground floor or on the top floor. Location on the ground floor makes it possible to have large doors which can be thrown open in summer and, if space permits, a terrace on which food may be taken. Location on the top floor will usually provide more light and a better outlook and will make it easier to create an atmosphere of relaxation.

In cases in which the undertaking comprises several buildings, the canteen may either be located in one of them where it is most readily accessible from the others, or it may occupy a specially constructed separate building. In a large undertaking there are advantages in having a separate building for the canteen. In particular the canteen is away from the noise, smells and vibration of the works—this is especially advantageous if the undertaking is engaged in continuous process operations or there is a spreadover of the lunch hour. A separate building is more convenient if in addition to the canteen it provides recreation facilities occasionally used in the evening. On the other hand there are also advantages in having the canteen constructed within one of the factory buildings. From the workers' point of view, less time is required to go to the canteen and in bad weather it is not necessary to go out of doors. From the employers' side, an internal canteen is usually less expensive to construct and install.¹

In particular industries special problems of location arise. Thus, for dockworkers who do not work in such concentrated groups as factory workers the solution is usually found not in setting up a large central canteen which would involve for some of the dockworkers walking a certain distance, and perhaps a ferry crossing, but in installing a number of small canteens each serving the needs of the dockworkers working on the wharves or berths in the vicinity, or providing mobile canteens.

Accommodation.

The standards of accommodation in the canteen play a very important part in the success of its operation. If the accommodation is basically unsatisfactory, the most strenuous efforts of the canteen staff will fail to overcome this initial disadvantage. Canteen accommodation is usually divided into the following areas: receiving, kitchen, storage, refrigeration, serving, dining, dish-washing (scullery) and waste disposal. Locker and washroom facilities are required for canteen personnel. In some cases there are also bakeries and food service administration offices.

Space. In most countries the minimum floor space per person in canteens must conform to the minimum space requirements for public eating places laid down by national or local regulations. In at least one country,

¹ See INDUSTRIAL WELFARE SOCIETY: *Canteens in Industry*, sixth edition (London, 1947), p. 24.

in respect of a particular industry, space requirements for canteens are stipulated: in the Netherlands the Stevedoring Regulations, 1950, stipulate that the floor space in canteens for port workers should amount to at least 1.25 square metres (13.5 square feet) per person. The United States Department of Agriculture suggested in *Industrial Feeding Management* (published in 1945) a figure of 17 square feet per person; for a dining area to seat 500, the total dining space would be $500 \times 17 = 8,500$ square feet, this space including space for seating, aisles, serving counters, dish-washing facilities and space behind the serving counter, but not the kitchen. *The Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry* published by the I.L.O. in 1949 suggests (Regulation 217 (52)) the following scale of minimum space in canteens on the basis of the maximum number of persons using the room at any one time:

- (i) 25 persons or less, 18.5 m² (200 sq. ft.);
- (ii) 26 to 74 persons, 18.5 m² (200 sq. ft.) plus 0.65 m² (7 sq. ft.) for each person above 25;
- (iii) 75 to 149 persons, 50 m² (550 sq. ft.) plus 0.55 m² (6 sq. ft.) for every person above 74;
- (iv) 150 to 499 persons, 92 m² (1,000 sq. ft.) plus 0.50 m² (5 sq. ft.) for each person above 149; and
- (v) 500 persons and over, 255 m² (2,750 sq. ft.) plus 0.40 m² (4 sq. ft.) for each person above 499.

Lighting. Even in cases in which the canteen is used only in the middle of the day lighting is important both for the satisfaction of the users of the canteen and for the efficiency of the canteen staff. In temperate climates it is axiomatic that the maximum of window space permitted by the situation of the canteen should be provided and where curtains are fitted these should be of material and style that will not exclude the daylight. In the tropics, on the other hand, a major consideration at all times is coolness and in the construction of the canteen light may therefore have to be sacrificed.

So far as artificial lighting is concerned the quality and kind will depend on the country in which the canteen is operating and on whether it operates only during the middle of the day or all other times. In countries in which the winter is long or in cases in which canteens serve meals at night, or again in cases in which natural lighting is insufficient, adequate artificial lighting will have to be provided, preferably in some simple form of diffused lighting.

In the kitchen and adjoining areas a good standard of lighting is extremely important from the standpoint both of the preparation and cooking of the food and of the maintenance of the cleanliness of the premises, equipment and dishes. Even in cases in which the canteen is used only in the middle of the day installation of a good system of diffused artificial lighting will in practically all cases be necessary.

Heating. Requirements in respect of heating obviously depend on the climatic conditions of the particular country in which the canteen is operated. In some countries the equable temperature obviates the need for either artificial heating or artificial cooling. In many highly industrialised countries, however, extremes of heat are experienced in the summer and extremes of cold in the winter. In these countries it has long been recognised that adequate artificial heating is necessary in the cold season and it is coming to be recognised that adequate artificial cooling is almost equally necessary in the hot season.

Ventilation. Like heating, ventilation depends essentially on the climate of the region in which the canteen is operated. In many cases, even in temperate climates, some simple form of mechanical ventilation may be needed in the dining room, such as electric fans and electric air extractors, in order to keep the air reasonably fresh. In the kitchen some form of mechanical ventilation will almost always be necessary even in the most temperate climates. Without it the kitchen can rarely be kept free from excessive heat and fumes which adversely affect both the comfort and the efficiency of the kitchen staff.

Advance planning. Experience shows that when canteen premises are being planned it is of great importance to decide before construction starts what lighting, heating, ventilating and air conditioning it will be necessary to install in the dining room, kitchen, etc. If these matters are left for decision until building operations are well under way heavy additional expenditure will be involved and the ultimate results may never be entirely satisfactory. Food specialists also stress the importance of familiarity with public health regulations for the operation of food services so that proper sanitary and safety conditions may be observed in constructing floors and arranging and installing equipment.

Layout. In order that meals may be produced and served rapidly and efficiently careful advance planning of the layout is necessary, with a clear-cut understanding of the inter-relationships of the various operations from the time when the various items of food are delivered to the canteen to the time when they are served to the diners. Unless the situation of the canteen renders it impossible the kitchen and dining rooms should adjoin one another, either horizontally or vertically. It is equally important to allow a sufficient length of service counter and to avoid having any part of the dining room at too great a distance from the counter.

Equipment, furnishing and decoration. It is often found desirable to have more than one size and shape of table in the canteen, as some workers prefer to sit in small groups and others in larger groups. If the placing of the tables is carefully planned no more total floor space will be needed to accommodate different sized tables than to accommodate tables of uniform size.

The types of tables used will vary in accordance with the customs of the country concerned. Tubular metal framed tables are popular in many countries. As the use of tablecloths is not common in canteens it is important that the tops of the tables should be of some material which can easily be kept clean and bright; for this purpose wood is unsuitable, but various forms of plastic substances are satisfactory.

For seating, some canteens use benches, but these have disadvantages and metal tubular framed chairs are becoming increasingly popular, because, besides being comfortable and attractive, they are durable, light and easily stacked and cost little for maintenance.

Brightly painted canteen walls are usually appreciated; bright paints do not usually cost more than drab ones and they make all the difference to the appearance of the canteen. A few pictures on the walls add to the attractiveness of the room. In some canteens exhibitions are arranged from time to time of the work of the photographic or art clubs in the works.

In the kitchen, service area and dish-washing area, experience shows that it is usually worth while to provide modern labour-saving equipment although the initial cost will be high. In selecting equipment the most important criteria are utility, durability, labour-saving values, cleanliness and cost.

Types of Meal.

While the types of meal served in canteens naturally vary from country to country and even from canteen to canteen within the same country, three main types of meal are to be found in a considerable number of countries in which canteens are widely provided: (a) the standard menu, (b) the standard menu with options; and (c) *à la carte*.

(a) The simplest form of menu to prepare and to serve is the standard menu (*table d'hôte*). The essential feature of the standard menu is that on any given day the canteen will serve only one menu and all customers will have to take that menu or none at all. At its worst the standard menu system can be very bad; meals may be monotonous and dishes may constantly recur that are not liked by the customers. On the other hand, at its best the standard menu system can be very good; if the meals are planned with some regard for dietetics and the nutritional value of foods the effect on the health of the workers may be much better than a system of free choice from a large number of items.

(b) In many cases, however, experience has shown that it is desirable to temper the rigours of the standard menu by providing a limited number of options. A frequently used system is to have a single uniform main dish but to provide—as is done in some commercial restaurants—alternatives for the first and/or the third course, where one or both of these are offered. The system of the standard menu with options is widespread and popular. From the point of view of the canteen management it is efficient and econo-

mical because there is only one main dish to prepare, resulting in economy in time for preparation and service and also reduction of waste, and the provision of alternatives in the first and third courses involves very little additional work either in preparation or in service. From the point of view of the customer it is a reasonable compromise between the limitations of the standard menu and the freedom of the *à la carte* system.

(c) The *à la carte* system is to be found particularly, but not exclusively, in canteens which are operated on cafeteria methods. When cafeterias were first introduced the aim was generally to provide on the counters a great variety of different attractive foods. In some cases, however, it was found that there were two disadvantages in providing such a wide choice. One was technical: unduly long steam tables and service counters were needed for the display of the foods and the serving line or queue was seriously slowed down. The other was nutritional: a proportion of the meals chosen were badly balanced from the standpoint of food value and health.

To overcome one or other or both of these disadvantages in the *à la carte* system three kinds of measures have been taken. The first measure is to limit the choice of food items on the counters to a few foods carefully selected for their nutritional value. In order to avoid intolerable monotony some variety is introduced by changing from day to day some of the items on the counters while continuing to limit strictly the total number of items on display. The second measure is to make available each day a "lunch special" or nutritionally balanced plate lunch. On this system customers are still at liberty to choose freely their meals from the various items displayed on the counter, but a large number find it a convenience as well as an economy in time and money to take the "lunch special". A third measure consists in launching educational programmes on food values by means of leaflets and posters. In the United States during the Second World War outstanding results were obtained in this way in many plants.

Another important point in connection with the welfare facilities provided by canteens relates to the number of different meals served in the canteen—midday meal only or also breakfast and meals for shift workers. In most canteens only the midday meal is served in the canteen, but in some large canteens there is a 24-hour service.

Standards of Nutrition.

Even where the canteen serves only a midday meal this will in many, if not most, cases be the principal meal of the day for the worker concerned and it is therefore of the greatest importance for his health.

In many countries conditions arising during and after the Second World War, involving shortages and rationing of many foodstuffs, encouraged the study of the best ways of utilising and combining such foods as were available

in order to enable the human body to extract from them the maximum value in terms of health and strength. In some of these countries the results of such studies were widely applied during the war in industrial canteens, and although the circumstances in which such studies were made have changed their results are still generally valid.

While it must be fully recognised that canteens will not be popular unless they cater to the traditional tastes and food habits of the workers in the particular country and even in the particular locality, it should not be overlooked that canteens have an educational function in respect of the provision of nutritionally balanced meals. In most countries, within the framework of the foodstuffs that are readily available at reasonable prices much can be done by wise selection of foods and careful composition of menus to provide a good balance of body-building, energy-producing and protective foods.

Experience in several countries has shown that although most healthy workers with a free choice of foods tend without any guidance to consume the food necessary to meet their caloric requirements they are ready to consider suggestions as to what foods or what combinations of foods are most nutritious. Thus, in one plant in the United States in a three-year period during the Second World War as a result of an educational campaign the proportion of workers who chose an adequate meal in the cafeteria showed an increase of 88 per cent.

The above-mentioned study on company food services published by the United States National Industrial Conference Board revealed that educational action in promoting the consumption of nutritionally balanced meals in the participating companies was widespread. In 24.8 per cent. of the companies balanced meals in the form of "lunch combinations" or "lunch specials" were provided. In 23.1 per cent. nutrition posters such as those issued by the United States Department of Agriculture were posted up. In 20.7 per cent. nutrition pamphlets were circulated. In 18.2 per cent. nutrition articles were published from time to time in works magazines.

Educational action in respect of the choice of nutritionally balanced meals has proved particularly rewarding in the case of juvenile workers, partly because they have special food needs for their proper physical development and partly because without guidance their choice of foods is apt to be unduly influenced by what is sweet or tasty or attractive. In some undertakings in which large numbers of juvenile workers are employed special meals may be provided in the canteens, rich in food value and low in price.

In exceptional cases canteens arrange special diets for workers with special health problems such as diabetes and obesity, on the advice of the medical officer of the undertaking.

Types of Service.

Types of service are essentially of three kinds: (a) hatch or counter service, (b) cafeteria service, and (c) table service, although many minor variations are to be found in different canteens.

(a) In the case of hatch or counter service the customer collects his food already assembled on a plate and carries it to a table. This type of service is found to be satisfactory particularly in canteens which serve a standard menu or a standard menu with options. It is not suitable for *à la carte* meals.

(b) The cafeteria system in which the customer takes a tray and walks along picking from the counter the dishes he chooses is very widely used in Canada and the United States and is gradually gaining ground in some other countries. Of the 138 companies participating in the study made in 1949-50 by the National Industrial Conference Board 73.9 per cent. had cafeterias.

(c) While table service is undoubtedly the most conducive to relaxation its disadvantages from the point of view of time taken and labour costs are so great that in many countries it tends to be less and less used in canteens. In some countries, however, for example France, table service is generally preferred to "self-service". In other countries, in large undertakings table service dining rooms are sometimes found in addition to canteens providing hatch, counter or cafeteria service.

For serving a given number of customers experience generally shows that the smallest number of staff is required for hatch service, a slightly larger number for counter service, a somewhat larger number for cafeteria service and the largest of all for table service.

It is obvious that the success of the canteen will depend in very large measure on the canteen manager or manageress, who not only must have a sound practical knowledge of all aspects of canteen administration but must be genuinely desirous of operating the canteen to provide the maximum facilities for the customers. Frequently difficulties are experienced in securing for canteens a fully satisfactory managerial staff and adequately trained subordinate staff.

In many countries attention is paid to the needs for employing as food service personnel persons who are healthy and physically clean. Some companies, in addition to providing for medical examination of all food service personnel before engagement, arrange for them to be medically examined periodically (annually or semi-annually).

Standards of Hygiene.

Observance of standards of hygiene is obviously as important in canteens as in commercial restaurants. In a number of countries canteens must conform in respect of hygiene to the regulations established by local authorities relating to sanitary conditions in eating-houses in general.

In addition, in legislation providing for the setting up of canteens or in the rules made in virtue of that legislation, for example in Burma and India, provision is sometimes specially made for the requirement of cleanliness and the observance of sanitary conditions in the canteen.

Even where there is no legislative requirement that canteens be provided there are sometimes legislative provisions relating to sanitation in canteens if they are provided. Thus, the state of California requires that where canteens are provided in a place of employment they shall be kept in a sanitary condition with adequate facilities for disposal of waste.

Financial Questions.

Consideration of most of the main points relating to the financing of the setting up and operation of canteens is reserved for Chapter V. The only financial points that will be mentioned here relate to keeping the canteen accounts and responsibility for cash.

In cases in which the canteen manager is appointed by the management of the undertaking it is usual for canteen accounts to be regularly and frequently presented to the general accounting department of the undertaking and to be audited by the firm's auditors. This does not necessarily mean that the accounts are actually kept by the accounting department of the undertaking, as experienced canteen managers often prefer that the canteen accounts should be kept in the canteen so that the manager has at all times the information necessary to determine how the financial side of the canteen is working out.

With respect to the handling of cash, arrangements differ from canteen to canteen. In some cases the canteen manager banks the cash takings daily in the canteen banking account. In others, he hands the cash daily to the accounting department of the undertaking. Under the first system the manager himself makes all payments for food and other commodities supplied to the canteen. Under the second, the bills for food and other commodities supplied to the canteen, after being certified by the manager, are paid by the accounting department of the undertaking. In the first case the manager himself pays the wages of the staff. In the second, the wages of the staff may be paid by the accounting department of the undertaking or by the canteen manager.

Summary.

It is clear from the above survey that the setting-up and efficient operation of a canteen involves many difficult technical problems. In many cases these technical problems are solved in the individual canteen as a result of a process of trial and error; sometimes the errors are costly. In others, however, the undertakings establishing canteens have had the advantage of expert advice and guidance from the outset and thus have been able to benefit from the experience of others. In some cases this advice and guidance have been afforded by specially qualified government officials, in others, by officers of management organisations or commercial catering companies. In some countries, also, undertakings intending to set up canteens or to improve the operation of existing canteens have had at their disposal booklets

containing information, suggestions and guidance on the principal questions involved in canteen planning and operation.

Governments are asked to give their views on the desirability of—

(a) the appointment of specially qualified persons by the government department concerned or other appropriate body to give information, advice and guidance to individual undertakings in respect to the technical questions involved in the setting-up and operation of canteens whether or not such canteens are set up and operated in virtue of laws or regulations; and

(b) the preparation and publication by the government department concerned, or by some other appropriate body, of booklets containing detailed information, suggestions and guidance, adapted to the special conditions of the country concerned, on methods of setting up and operating canteens (*questions 10 and 11*).

OTHER FOOD SERVICE FACILITIES

Buffets and Trolleys

In a certain number of countries in default of or in addition to canteens providing hot meals provision is made for snack-bars, buffets, kiosks or lunch-stands from which packed meals and snack meals or other light refreshments or simply tea, coffee, milk or other beverages may be obtained. Such arrangements exist, for example, in Australia, Austria, Belgium, Canada, Egypt, France, India, Israel, Italy, Sweden, the United Kingdom and the United States.

Thus, in Australia some workers prefer light meals during working hours and some undertakings, therefore, provide only light refreshments. In many Belgian undertakings the food service facilities consist of kiosks selling light refreshments. In India in addition to the canteens set up in virtue of legislation kiosks selling light refreshments are also to be found in many undertakings. In the United Kingdom the annual report of the Chief Inspector of Factories for 1951 states that in addition to the factories having hot meal canteens the number of places offering food service of the packed meal or snack meal variety had also increased. In the United States many of the 138 companies participating in the study undertaken in 1950 by the National Industrial Conference Board had snack-bars and lunch-stands. The snack-bar, the simpler of the two forms, is a counter for dispensing light refreshment during rest and lunch periods. Food articles are of the snack variety that require no preparation on company premises. Popular items include packaged foods such as cookies, crackers and potato chips, milk, soft drinks, nuts, candy and ice-cream. Lunch-stands on the other hand are generally planned to furnish a limited variety of hot and cold lunches. The number and types of food furnished depend upon a variety of circumstances. In the more limited

programmes menus include soup, salads and sandwiches, pastries, fruit and fruit juice and beverages.

Lunch wagons and trolleys are also to be found in many countries. Whereas snack-bars, buffets, kiosks and lunch-stands are fixed installations to which the workers go, lunch wagons and trolleys go to the workers. Depending on the country and undertaking concerned, lunch wagons and trolleys serve packaged foods, sandwiches, beverages and fruit.

The views of governments are requested in regard to the desirability, in undertakings in which it is not practicable to set up canteens serving hot meals, or in large undertakings in addition to such canteens, of providing buffets or trolleys for the sale to the workers of packed meals or snacks and tea, coffee, milk and other beverages (*question 12*).

Messrooms

In many large undertakings, in addition to canteens in which the workers may buy hot meals, facilities are provided for the workers to prepare or heat food and drink brought by them from home. Many workers have become accustomed to bringing with them meals prepared at home and, if they have a room at the factory in which to heat the food and take it, they may prefer this arrangement to buying a meal in the canteen. Account being taken of the eating habits and preferences of their workers, many large undertakings therefore provide both canteens and messrooms.

In the majority of cases, however, the provision of a messroom in which the workers may prepare or heat and take food brought by them is an alternative to the provision of a canteen.

In certain countries in which, in virtue of legislation, provision is made for the setting-up of canteens in certain undertakings, provision is also made in virtue of legislation for facilities to be afforded to workers in other undertakings for heating the food and drink brought by them for their midday meal.

Thus, in the United Kingdom the Minister of Labour and National Service, in addition to the powers which he has in respect of arrangements for canteens, has powers in respect of the making of regulations relating to arrangements for preparing or heating and taking meals. In virtue of these powers, Codes of Regulations made under the Factories Acts and Welfare Orders made under the Factories, Police and Miscellaneous Act of 1916 include messroom requirements for the workers to whom they apply. The Codes of Regulations apply to workers employed on various processes with serious health hazards; the Welfare Orders apply to workers employed on certain processes, not on account of direct health hazards but in the interests of cleanliness and comfort. The nature of the messroom requirements is not exactly similar in every case. In general, under the Codes of Regulations, a suitable messroom in the charge of a responsible person, furnished with tables and chairs

or benches with backrests and provided with means of heating food and of boiling water is required.

In other countries where no legislation exists relating to the setting up of canteens, legislative provision is made for facilities for heating food and drink brought by the workers. Such provision may take the form either of specific stipulations contained in the legislation or of a general mandate empowering the competent authority, e.g., the labour inspectorate, to issue directions for messrooms to be provided where they are deemed necessary.

Thus, in Argentina the decree of 1944 regulating conditions of work of rural workers stipulates that accommodation must be made available for the workers to take their meals. The accommodation must be provided with a sufficient number of tables, seats and cooking utensils. In Belgium the General Regulation for the Protection of Labour, 1948, prescribes the provision in industrial, commercial and certain other undertakings of messrooms which must be well lighted and ventilated, cleaned daily, appropriately heated during the cold season, supplied with tables and seats with backs and equipped with means for warming food. In Canada (Quebec) regulations issued under the Industrial and Commercial Establishments Act specify that the inspector, having regard to the number of employees, may require the employer to provide a suitable place for taking meals, where the workers can warm their food and in bad weather take their meals sheltered from cold, rain or snow. In Denmark the Factories Act of 1913, amended by the Acts of 1933 and 1951, contains provisions relating to facilities in or near the undertaking for the workers to take their meals. If meals are taken at the place of work facilities for heating food must be provided; where for health reasons the place of work is not suitable for taking meals other appropriate accommodation must be placed at the disposal of the workers, and, if necessary, a special refectory organised. In Finland, under the Workers' Protection Act of 1930, it is stipulated that a messroom shall be provided for the workers in the workplace or in the vicinity thereof if the labour inspectorate considers this necessary, and the inspectorate shall be competent to decide whether a separate messroom shall be provided for women workers. If circumstances render it necessary the workers shall be given facilities for warming food which they bring from home or which is brought to them at the workplace. A boiler room shall not be used as a messroom.

In the Federal Republic of Germany messrooms in which facilities are afforded for warming food brought by the workers from home are very often provided. Directions issued in 1938 by the Minister of Labour of the Reich stipulate that in larger undertakings a room of adequate size, which can be heated, shall be placed at the disposal of the workers, supplied with sufficient tables and seating facilities, and provided with equipment for warming food brought by the workers. The room is to be as near as possible to the work-places so that the recognised breaks should not be unduly shortened by the time taken in going to and fro. In Lebanon the Decree respecting Health

and Safety in Undertakings of 1951 empowers the Minister of Social Affairs to issue Orders relating to various welfare matters, including provisions relating to furnishing of messrooms and facilities for heating food brought with them by the workers. In Sweden the regulations issued in 1949 under the Workers' Protection Act of 1949 lay down that places for taking meals shall be conveniently situated and set apart and equipped for the purpose; where prepared meals are not supplied by the employer or otherwise, the necessary equipment for keeping and warming up food and drink brought by the workers shall be provided. In Uruguay a resolution on hygiene of the Ministry of Public Health in 1938 provides that industrial and commercial undertakings in which more than 50 workers are employed must comprise rooms, supplied with chairs and tables, in which meals may be taken. In the case of unhealthy work the taking of meals in places of work is prohibited. The rooms made available to the workers for taking their meals must be suitably lit, ventilated and heated. Undertakings must keep scrupulously clean the rooms provided and also the cooking utensils used for the preparation of meals. The workers are authorised to bring their meals, to keep them in appropriate places and to warm them. The sale of wine, beer and other alcoholic liquors is prohibited in the rooms reserved for the workers to take their meals.

In countries in which there is no legal obligation to provide facilities for heating food and drink brought by the workers action is taken in individual undertakings to provide such facilities. Thus, in Canada messrooms are provided in many undertakings which do not have canteens, and in some which do. In such messrooms the heating facilities may include a gas or electric range or simply a hot plate. In some, sinks with hot water are installed in which the workers may wash their mess tins or dishes. In Chile a considerable number of industrial undertakings, in which there are welfare services, provide the necessary rooms in which food and drink brought by the workers may be heated and consumed. In Israel, where the Factories Act of 1946 empowers the Director of the Department of Labour (now the Ministry of Labour) to make rules concerning the preparation of meals, no rules have yet been issued, but certain action has been taken in individual undertakings, either at the suggestion of the Labour Inspector, by negotiation between the workers' committees and the management, or by the management acting voluntarily. In the United States smaller undertakings frequently furnish a special dining room for workers who carry their lunches. This facility is planned to discourage workers from eating at their work benches, to provide them with clean, comfortable dining areas and, in some cases, to help them to obtain hot beverages and supplement the carried lunches. In some rooms regular cooking equipment is provided; in others electric plates or other means for the employees to heat their food and to prepare hot beverages; in a few refrigerators are installed. In some cases dish cabinets, cooking utensils, china or paper dishes, cutlery, towels, paper napkins and cleaning

agents are also furnished when cooking is allowed. Covered garbage disposal cans are required wherever eating is permitted.

The views of governments are sought on the desirability of the provision, in undertakings in which it is not practicable to set up canteens providing hot meals or in addition to such canteens, of facilities for individual workers to prepare or heat and take meals provided by themselves (*question 13*).

Provision of Other Rooms in Which Meals May Be Taken

In certain countries where in virtue of legislation provision is made for canteens in large undertakings, provision is in like manner made for rooms in which meals may be taken, but which are not necessarily supplied with messroom facilities, to be made available in smaller undertakings.

Thus, in Brazil, for undertakings in which the provision of a canteen is not required, the Legislative Decree on the Consolidation of Labour Legislation of 1943 stipulates that the workers must be provided with sufficient conditions of comfort for the taking of meals. In Burma under the Factories Act of 1951 every factory employing more than 100 workers must provide a lunch room, with drinking water facilities, where workers may take meals brought by them from home. In India under the Factories Act of 1948 every factory ordinarily employing more than 150 workers is required to provide and maintain suitable lunch rooms with provision for drinking water. In New Zealand the Factories Act of 1946 prescribes that where the number of persons employed in a factory exceeds six the undertaking must, subject to certain specified exceptions, provide a suitable room in which they may take their meals.

In a considerable number of countries in which legislation does not provide for the setting up of canteens it is a legal requirement that a room must be provided in which the workers may take their meals.

Thus, in Australia, under state legislation, except for very small establishments employing less than about six persons employers are required to provide (or, in some states, may be directed to provide) suitable dining room accommodation. In most states the dining room must be furnished with tables and seats and provision must be made to enable employees to obtain boiling water for making tea. Facilities for storing and heating food and for washing crockery are also required in some states. Determinations of Wages Boards in some states also require provision of dining rooms, boiling water for tea making, etc. Similar provisions are also made in a number of Commonwealth awards. In Austria the General Workers' Protection Order of 1951 requires the provision, in all undertakings in which more than 20 workers are employed, of rooms in which workers may take their meals. These rooms must be equipped with a sufficient number of tables and chairs, and must be heated in the cold season. Further, in cases in which for health reasons it is not possible for the workers to take their meals at the place of work, the

competent authority may require the provision of a messroom in undertakings in which less than 20 workers are employed. In Canada (Alberta, British Columbia, Manitoba, New Brunswick, Nova Scotia and Saskatchewan) provincial legislation specifies that the inspector may direct that the employer provide a suitable or properly equipped dining room; in Ontario, in a factory or shop in which 35 or more women are employed, or in any factory or shop if the inspector so directs, the employer must provide a properly equipped room for meals. In Costa Rica the Labour Code (section 197) stipulates that in industrial and commercial establishments the workers should not eat at the workplace; a special room must be provided for this purpose. In Greece the decree of 1934 (section 53) stipulates that in all factories or workshops in which more than 50 workers are employed the provision of rooms is recommended, equipped with tables and chairs, for the service of meals.

In Guatemala the Labour Code (section 2) lays down that employers in industrial or commercial undertakings must not permit their workers to take meals in the places where work is performed; a special room must be provided for this purpose. In Norway the Workers' Protection Act of 1936 (section 6) requires the employer to ensure that a heated messroom is provided. In the United States a few state laws contain provisions relating to messrooms. Some of these require the employer to provide a suitable place to eat meals when work is done in rooms where poisonous substances or injurious or noxious dust, fumes or gases are present. In others the employers are required to provide a lunch room only for women employees.

It is a common feature of most of these legal provisions that the room to be provided in or near the undertaking in which meals are to be taken should be supplied with drinking water, equipped with tables and chairs and, in countries in which this is necessary, capable of being heated in the cold season.

When legislation relating to the provision of rooms in which meals can be taken allows for cases in which the requirement to provide a room may be waived, this is usually because the work done by the worker is of a character that does not involve any risk to his health if he takes his meal at his place of work.

Governments are asked to give their views on a number of the points mentioned above (*question 13*).

Mobile Canteens

In some types of industrial operation food service is provided by mobile canteens or trucks, usually power-driven, which serve simple though complete midday meals or meals for shift workers.

Such heavy mobile services are used to the best advantage in undertakings where relatively small numbers of workers are scattered over widely dispersed work areas. This is the case, for example, in large shipyards where the lunch

period or the type of operation does not allow sufficient time for workers to reach a central canteen and return to the production areas. Mobile canteens are also well adapted to situations where employee concentration fluctuates rapidly. In such cases the canteens can be moved as may be necessary or their number can be increased or decreased to meet changing requirements. They are also useful where space cannot be made available for a regular canteen. The needs of dockworkers and workers employed on building and civil engineering operations are in many cases catered for in this manner.

The main disadvantages of mobile food service are that food is served in the working areas and no seating facilities are provided.

In the questionnaire a point is included on the desirability, in undertakings in which the workers are dispersed over wide work areas, of the provision of mobile canteens for the sale to the workers of hot meals (*question 14*).

Automatic Vending Machines

A relatively new form of food facility is provided by the automatic vending machine. In no case does the automatic vending machine provide a full meal. Its main purpose is to enable workers to obtain between-meal refreshments and to supplement meals brought by them from home. Items most frequently dispensed by vending machines are candy, soft drinks, nuts and cookies. In some cases, in addition, ice cream, milk, coffee, sandwiches, crackers (biscuits) and canned fruit juices are also available.

Vending machines are more frequently found in the United States than in other countries. In the United States the above-mentioned report issued by the National Industrial Conference Board states that automatic vending machines are playing an important role in the lunch programmes of 31.9 per cent. of the 138 companies participating in their study.

Companies which have long experience in the use of vending machines stress the importance of placing them in safe, clean and readily accessible locations that are away from operation hazards and do not interfere with production. Locations near water supplies are popular because they generally fulfil these conditions. Other preferred locations include workers' entrances, near main traffic arteries and near the larger departments where they can be reached by many workers. Several companies prohibit vending machines except in lunch rooms, lounges and recreation rooms. Their installation in work areas is avoided because careless disposal of beverage bottles and food containers can cause injury and damage to machinery and products.

Food Services for Shift Workers

It is recognised that the need of workers on double-day shifts or night shifts for appropriate food service is even greater than that of workers em-

ployed on a single-shift system during the day. During the night commercial catering establishments are usually closed and the worker cannot go home for his meal. His only alternatives are to bring his food with him or to obtain it in the works canteen. In the United Kingdom the Minister of Labour and National Service has power to impose conditions safeguarding the welfare of women and young persons employed on a double-day-shift system under the Employment of Women and Young Persons Act of 1936 in regard to facilities for meals, and a condition requiring a messroom on the usual lines is normally inserted in any authorisations granted under the Act. At present, similar conditions may be inserted in Emergency Orders allowing double-day shifts or night shifts.

The Chemical Industries Committee of the International Labour Organisation suggested at its Third Session (Geneva, 1952) that "where the number of workers in the plant permits, facilities should be provided at hours convenient to shift workers, particularly to those on the night shift, to enable them to partake of hot meals. Workers on the night shift should be encouraged, on grounds of health, to make use of these facilities."

In some countries in undertakings working continuous processes or which, for various other reasons, operate on a system of shifts, canteens provide full meal service for each shift when the demand justifies this. Such service is, however, relatively expensive for the canteen unless the number of workers availing themselves of it is large, and there is often some reluctance to provide it or some temptation to limit provision only to snacks and hot beverages. Some reference to this is made in the Annual Report for 1950 of the United Kingdom Chief Inspector of Factories, who reports as follows:

Improvements have been noted in the meals offered to shift workers. Cooked breakfasts seem to be replacing the sandwiches often served to the 6 o'clock to 2 o'clock shift and a hot snack, or in some cases a main meal, is offered to the 2 o'clock to 10 o'clock shift. It has been noted in particular that the gas and electricity industries are showing more interest in the question of providing appropriate meals for their shift workers.¹

The views of governments are sought on the desirability of special consideration being given to providing shift workers with adequate meals at appropriate hours (*question 15*).

Provision Free or at Specially Low Prices of Meals or Other Refreshments

Some information is available in regard to cases in which full meals or tea, soup or other refreshments are provided free or at specially low prices.

In Argentina in the sugar-cane industry legislation provides that the employers must supply the workers on their request with appropriate food,

¹ MINISTRY OF LABOUR AND NATIONAL SERVICE: *Annual Report of the Chief Inspector of Factories for the Year 1950* (London, H.M. Stationery Office, 1951), pp. 196-197.

on payment of 1 peso per head. In Israel many factories give hot tea to the workers free of charge. In Italy a considerable number of undertakings, particularly the smaller ones, provide their workers with a free midday meal. In Sweden some factories provide for juveniles porridge and milk or even complete meals free of charge or at a very low price. In the United States a few companies which provide messrooms furnish milk, coffee and tea without charge to employees; in these cases the hot beverages are prepared in advance by dining-room attendants or specially appointed employees.

In several countries free refreshments are provided during working hours to workers employed on operations in which conditions are unpleasant or constitute a risk to health. Examples of free provision of refreshment in the iron and steel industry, sometimes for the purpose of counteracting the intense heat in some parts of the plant, are mentioned in the report on welfare services in the iron and steel industry submitted to the Iron and Steel Committee at its Fourth Session.

One company in India supplies free coffee each day to approximately 1,400 workers who work near furnaces or hot rolling mills, and free buttermilk to the other workers; undertakings in the Netherlands provide free coffee and tea; in Luxembourg it is customary in most works to provide free coffee, cool drinks or salt tablets; and in Belgium two undertakings report that drinks, hot or cold, according to the season, are supplied free of charge during working hours. In the United States various companies make different kinds of provision for counteracting excessive heat; some supply lemons, mainly to workers on furnace operations; others distribute salt tablets wherever it is considered necessary or if requested to do so, while still others supply both salt tablets and "pep" jellies.¹

Examples of the serving of free meals or refreshments are also to be found in the petroleum industry. When free meals are supplied they are in most cases provided for workers required to work overtime, to shift workers and to special categories of employees such as night-watchmen. Clauses to this effect are contained in collective agreements. There are, however, instances where free meals or beverages are served to all employees whatever their working hours. In Argentina free refreshments are served to all personnel who have been working for six or more hours at a stretch. At one refinery located in a remote place in Canada the company provides meals free of charge. Workers in some oilfields in Egypt are provided with free meals. In Iraq one company provides free food to workers in isolated desert locations. Free coffee is supplied to the personnel of one of the main refineries in the Netherlands.

Provision at Wholesale or Specially Low Prices of Foodstuffs and Other Supplies

In a certain number of countries dry canteens or stores provide food and other supplies at wholesale or specially low prices.

¹ I.L.O., Iron and Steel Committee, Fourth Session, Geneva, 1952, Report III: *Welfare Services in the Iron and Steel Industry* (Geneva, 1952), pp. 20-21.

Thus, in Egypt a special survey undertaken in 1951 by the Department of Labour showed that 65 establishments had dry canteens and supplied their workers, numbering approximately 116,000, with foodstuffs at wholesale prices. In Italy very many undertakings have organised stores in which all kinds of foodstuffs and wine may be obtained at cost price. In some cases there are also shops for the sale of clothing and other articles of prime necessity. Generally the stores are managed by the undertakings but sometimes they are managed on co-operative lines. Particulars with regard to these stores in undertakings, together with numerous illustrations, are contained in the report issued in 1953 by the General Confederation of Italian Industry. In the Netherlands some undertakings have shops situated in the factory grounds where articles made in the factory, particularly sweets and cigarettes, are available at reduced prices. In Peru some companies have stores from which the workers may obtain various necessary foodstuffs, including rice, beans, sugar, coffee, fish and meat. In Uruguay meat packing establishments make meat available to their workers at specially low prices.

Although in certain countries such facilities are important, no question is included in the questionnaire on this point as it is doubtful whether the provision of foodstuffs and other supplies, not intended for immediate consumption, falls properly within the scope of the item on the agenda of the Conference.

SUPERVISION

In countries in which canteens and other feeding facilities are provided in virtue of factory legislation, supervision and enforcement of the provisions relating to canteens are in the hands of the labour inspectorate.

In cases in which canteens and other feeding facilities are provided in virtue of legislation relating to works committees the parties represented on the committees are normally responsible for supervision, subject to any powers assigned to the labour inspectorate.

Even in cases in which industrial food services have not been set up in virtue of any legislative provision, official inspectors may, however, exercise supervision in certain respects. Thus, industrial canteens are subject in most countries to government or other official supervision in the same way as any type of catering establishment in respect of sanitation, etc.

In a certain number of countries government servants also render services in an advisory capacity. Thus, in Sweden the labour inspectorate comprises a certain number of social inspectors whose duties include promotion of the provision of the necessary welfare facilities at or near the workplace and furnishing of information and advice on questions relating to food.

In the United Kingdom, Factory Canteen Advisers have been appointed by the Minister of Labour and National Service to advise managements on the technical aspects of catering, and even undertakings which are not subject

to direction to set up a canteen often have recourse to the advice of these Factory Canteen Advisers. The Factory Canteen Advisers are, as their name implies, advisers and not inspectors. Their function is to advise both the District Inspectors of Factories and the employers on canteen arrangements in the undertakings. A great deal of these advisers' work has been concerned with discussions about plans, kitchen layouts, kitchen equipment, service, staffing, etc., but at all times attention has been given by them also to the type and quality of the meals served, to the way in which they are served, to the standard of cooking and the standard of cleanliness in the kitchens and dining rooms. On all their visits, the advisers try to give detailed constructive advice to those in charge of the catering and to the cooks. They examine the meals served and they themselves take them frequently when visiting the canteens. They investigate complaints about such matters as the quality of the cooking or the quality and quantity of the food, the prices charged, cleanliness, rapidity of service, etc., and where complaints appear founded give any necessary advice. During the year 1951, according to the report of the United Kingdom Chief Inspector of Factories for that year, they investigated 698 complaints made formally to the Factory Department.

CHAPTER III

REST FACILITIES

For the purposes of this report rest facilities may be grouped under two heads: (a) provision of seats in the undertaking; and (b) provision of rest rooms in the undertaking.

Like other welfare facilities these facilities are more or less directly related to efficiency and productivity. On the one hand, they contribute to the comfort of the worker and they help to eliminate unnecessary fatigue. On the other hand, by providing for the workers a measure of rest and relaxation and by reducing strain they contribute to increasing their efficiency and productivity.

This report does not include any consideration of rest pauses or breaks in the duration of work; that is an aspect of hours of work regulation.

PROVISION OF SEATS IN THE UNDERTAKING

Seats in undertakings are provided in virtue of legislation for men and women workers alike in a number of countries including Argentina, Austria, Canada, Chile, Costa Rica, Cuba, Greece, Guatemala, the Netherlands, Sweden, the United Kingdom and Uruguay.

Two main purposes are served by the provision of seats in undertakings; these purposes are not always clearly distinguished in the legislative provisions.

The first is to enable workers whose work must normally be done standing to take advantage of such opportunities for sitting as may be provided by breaks in the work schedule or on other occasions when they can sit for a time without detriment to their work.

The second is to help workers, a substantial proportion of whose work can be done sitting, to perform their work with the highest degree of efficiency and a minimum expenditure of effort.

Provision of Seats for Occasional Use

Legislative provisions relating to the provision of seats for occasional use during breaks or other intervals are in fairly similar terms.

Thus, the Argentine Act of 1935 on seats in workplaces provides that every workroom in industrial and commercial establishments shall be provided with a sufficient number of seats with backs for the use of every person

employed therein and that the employees in the said establishments shall be entitled to sit down during the breaks and also during their work if its nature permits this. In Austria the General Workers' Protection Regulations of 1951 provide that in the case of workers whose work must be done standing seats should be provided in proximity to their workplaces in order to enable them to sit during short occasional intervals. In Canada in every factory where the Chief Inspector deems it necessary the operator must provide a sufficient number of chairs or seats for the use of employees and must permit the employees to use them when not necessarily engaged in the work or duty for which they are employed (New Brunswick); work rooms where food is prepared, stored or sold in or near the main centres must be provided with a sufficient number of chairs and benches for the use of workers (Newfoundland). The Chilean Legislative Decree of 1931 (Labour Code) provides that the employer shall see that a sufficient number of seats are placed in commercial establishments for salaried employees and also for wage-earning workers and in industrial establishments where the nature of the work permits. In Costa Rica section 196 of the Labour Code provides that in all industrial and commercial establishments where the nature of the work permits the employer is obliged to provide a sufficient number of seats for the workers.

In the Federal Republic of Germany provision of seats at the place of work to permit the workers to take advantage of brief periods of rest is increasing, but legal measures are limited to women workers and disabled persons. The Employment of Disabled Persons Act of 1953 requires the provision of seats for disabled persons. In Greece the decree of 1934 on the health and safety of workers employed in industrial and commercial undertakings and in workshops in which work is not organised by shifts lays down that the employer shall provide for the staff employed, to the extent to which this is not to the detriment of the work, a sufficient number of seats to permit them to rest during periods when work is interrupted. Seats shall also be provided for use during periodical breaks and for all occupations where it is not necessary to work standing. In Guatemala under section 61 of the Labour Code the employers are obliged to provide in industrial and commercial undertakings where the nature of the work permits a sufficient number of seats to enable the workers to rest during such time as is compatible with their duties. In Sweden regulations of 1949 under the Workers' Protection Act of 1949 provide that, in cases where working conditions allow the employees to sit from time to time, a sufficient number of seats shall be made available to them. In the United Kingdom the Factories Act of 1948 provides, *inter alia*, that, where any employed persons have in the course of their employment reasonable opportunities for sitting without detriment to their work, there shall be provided and maintained for their use suitable facilities for sitting sufficient to enable them to take advantage of those opportunities. In Uruguay a decree issued by the Ministry of Public Health in 1938 concerning hygiene provides that in industrial and commercial establishments where work is

interrupted by rest periods the employers must supply for the workers chairs or benches providing suitable facilities for rest.

Experience has shown that the provision of seats which can be used by the workers during breaks and occasional interruptions of work is particularly important for older workers. These workers, by taking advantage of the opportunities for occasional rest thus provided, find it easier to furnish efficiently a full day's work.

The views of governments are requested on the desirability, where workers have in the course of their employment reasonable opportunities for sitting without detriment to their work, of providing and maintaining seats for their use to enable them to take advantage of such opportunities (*question 16*).

Provision of Seats for Use on the Job

In many of the countries where legislation provides for seats to be made available for the use of workers during breaks and other intervals of work, legislative measures also exist for the provision of seats for workers employed on work which can be done sitting.

For example, the Argentine Act of 1935 dealing with seats in workplaces provides that transport, railway, tramcar and motor vehicles, lifts, etc., shall be provided with seats with backs for the exclusive use of persons employed therein. In Austria the General Workers' Protection Regulations of 1951 lay down that whenever work can be done sitting arrangements should be made to that effect. In virtue of this provision undertakings are to an increasing extent ensuring that seats are provided for the workers at their workplaces. Such action is taken particularly in the manufacture of paper and cellulose, in the textile industry, in sugar factories, in factories making incandescent lamps and in tobacco factories. As other undertakings are modernised, opportunity is being taken to provide seats, for example, in the metal industries and on mobile cranes. In Belgium, although legislation requiring the provision of seats for workers of both sexes is limited to offices in industrial, commercial and certain other undertakings (General Regulation for the Protection of Labour of 1948), much progress has been made in the course of the last 20 years in placing comfortable seats at the disposal of workers whose work can be done sitting, e.g., drivers and conductors on tramways. In Canada, when the Chief Inspector is of the opinion that the whole or a substantial portion of the work may efficiently be performed while the employees are seated, he may in writing require the necessary chairs or seats to be supplied (New Brunswick); when the Board of Industrial Relations considers it necessary for the welfare of any elevator operator or starter that he should be provided with a seat or chair while on duty the Board may so require (British Columbia); employees of both sexes whose operations permit their sitting down must be provided with chairs furnished with suitable backs

(Ontario). In Greece the decree of 1934 to which reference has been made above¹ stipulates that in workshops or rooms in which the selection of tobacco leaves is effected, and also where the workers are engaged in the manipulation and preparation of tobacco, employers must provide seats not less than half a metre in height. The Swedish regulations of 1949 under the Workers' Protection Act of 1949 provide that where work can be regularly carried out in a sitting position without detriment to it suitable seats shall be provided. In the United Kingdom the Factories Act of 1948 provides, *inter alia*, that where a substantial proportion of any work can properly be done sitting there shall be provided and maintained for any employed person doing that work a seat of a design, construction and dimensions suitable for him and for the performance of the work, together with a foot-rest on which he can readily and comfortably support his feet, if he cannot do so without a foot-rest, and the arrangements shall be such that the seat is adequately and properly supported while in use for the purpose for which it is provided.

The views of governments are asked on the desirability, where a substantial proportion of any work can properly be done sitting, of providing and maintaining a seat for any worker doing that work (*question 18*).

Provision of Seats for Unspecified Purposes

Legislation in some countries, for example, Cuba, makes provision for seats for workers without specifying in detail the purposes for which the seats are to be supplied.

In some other countries there is no legislative requirement for seats at the place of work, but certain action can be taken with a view to encouraging such provision.

In Finland, for example, although there are no provisions in legislation or collective agreements concerning seats at the place of work, the factory inspectors have instructions to advise employers to provide seats where this is considered necessary. In the Federal Republic of Germany provision of seats at the place of work is increasing, particularly where the character of the task permits the use of seats by the worker while performing it; development of the use of suitable seats at the place of work is assisted by financial contributions from the State. In the Netherlands an Order of 1937 provides for seats for salaried employees in shops and also, on the request of the Factory Inspection Service, in workshops and factories. In Norway no specific legislative provision is made for seats for workers but, in virtue of the Workers' Protection Act of 1936, factory inspectors can recommend the provision of appropriate seats.

¹ See p. 39

Provision of Seats for Women Workers Only

In a certain number of countries legislation requiring the provision of seats applies to women only, for example, Australia (certain state laws), Canada (provincial laws of Alberta, British Columbia and Ontario), the Dominican Republic, France, Lebanon, Luxembourg, Mexico, New Zealand, Peru, the Union of South Africa, and the United States (forty-five) state laws; legislation in one state (Florida) applies to males as well as females.

The legislation relating to the provision of seats for women workers varies considerably in scope from country to country and, within federal countries, as between the different states and provinces. Thus, in Australia the Factories and Shops Acts of most of the states require employers to provide seats for female workers and to permit these workers to make use of the seats at all reasonable times, when such use would not necessarily interfere with the proper discharge of their duties. Where the work is normally carried out in a standing position the minimum requirement is one seat for every three female employees. Requirements as to design and dimensions of seats are contained in at least one of the Acts. A few of the determinations of state Wages Boards require seats to be provided by the employer where the nature of the work requires employees to sit, and some require employers to provide seats for females if requested by the employees. Similar provisions are contained in a number of Commonwealth awards. In the Federal Republic of Germany legislation on the provision of seats for women workers is particularly developed. Directions for the provision of seats for women are contained in three Orders issued by the Minister of Labour of the Reich before the Second World War. These are the Order concerning the Employment of Women at Machines with Pedals, of 1936, the Order concerning Labour Protection in the Canning Industry, of 1937, and the Order concerning the Employment of Women at Soap Presses, of 1939.

Governments are requested to give their views on the desirability of providing (a) seats for occasional use, and (b) seats for use on the job, for women workers only (*questions 17 and 19*).

Information, Advice and Guidance on the Provision of Seats for Workers

In many cases in which the provision of seats for workers is not a legislative requirement, seats are in fact provided. In some cases they are made available on the initiative of the undertaking with a view to contributing both to the comfort of the workers and to the efficiency of the work. In other cases improvised seats have been installed by the workers themselves.

The initiative may be taken in these individual cases for various reasons: as a result of the experience of the employer, of the worker, or on considera-

tion of the advice of some agency. Such advice was given, for example, in a special bulletin on minimum standards for maximum production issued in 1943 by the United States Department of Labor. This bulletin included the following remarks in regard to seating facilities¹:

Alternate sitting and standing leads to greater efficiency in muscular work. Chairs should be provided on jobs where employees can work in a sitting position. This is particularly important where women are employed. Where the height of the seat requires foot rests, they should be provided and should be high enough to permit the angle of the seated employee's thighs to trunk to be less than 90 degrees. Where constant sitting is not feasible but where the nature or the pace of the work permits an employee to sit periodically, chairs should be provided, one seat to three workers being advisable.

Another example of such advice is the following paragraph in a report published by the International Labour Office as long ago as 1934.²

Seats should be provided for all workers obliged to work in a standing position in order that they may profit by any opportunities for rest which may occur during the course of their work.

Sometimes when legislation has been introduced requiring the provision of seats in factories it has been found that the use of seats was not such an innovation as might have been thought and that the workers have been making and using improvised seats for many years. It has usually been found, however, that seats thus improvised by the workers, particularly those for occasional use, are rough and insecure. One advantage of the introduction of legislative requirements for the provision of seats has been that in many factories well-designed seats with back-rests have replaced the boxes, barrels, old cans and primitive stools which had previously been brought into service, and this has led to increased comfort for the worker and greater efficiency in work.

Experience in this respect in the United Kingdom is of particular interest owing to the fact that the legislative requirement of the provision of seats in factories was extended to cover male workers only recently by section 6 of the Factories Act of 1948, which came into force on 1 October 1950, and the Annual Reports of the Chief Inspector of Factories for 1950 and 1951 contain much useful information, on the one hand, on the difficulties experienced in overcoming objections on the side both of management and workers and, on the other, on the real progress made in securing greater comfort and efficiency. In these reports it is pointed out that many trade associations were approached by factory inspectors and seating problems peculiar to their trades were discussed at their meetings. Some associations formed committees to go into the question and some issued to their members useful information on seating, additional to the information contained in the pamphlet

¹ UNITED STATES DEPARTMENT OF LABOR, Division of Labor Standards: *Wartime Working Conditions*, Special Bulletin, No. 13, 1943, p. 6.

² I.L.O.: *Standard Code of Industrial Hygiene*, Studies and Documents, Series F (Industrial Hygiene), No. 14 (Geneva, 1934), p. 11.

issued by the Ministry of Labour and National Service entitled *Seats for Workers in Factories*.¹ It is further reported that there was a welcome tendency for managements and workers to exchange ideas on the provision of seating, and where this was done the interest and co-operation of the users of the seats was obtained from the start. Further, in many factories consideration of the possibilities which might ensue from the provision of suitable seats led to improvements in methods of work, particularly in the elimination of unnecessary movement. Alterations in the lay-out, height or angle of work-tables or variations in the position of handles or levers also resulted in greater comfort and efficiency. In addition to fixed seats, the sliding seat was being used for a wide variety of purposes where the area of reach was more than could possibly fall within the range of a worker on an ordinary fixed seat. The use of sliding seats was reported in the textile trade, in the engineering trade and in laundries and power-houses.

In other countries also much has been done by labour inspectors and by management organisations to study the types of seats best adapted to certain operations. The bibliography on the subject in English, French, German and Italian is very extensive. Experience has shown that the information, advice and guidance that can be given to individual undertakings on the most suitable seats for particular jobs has proved very valuable.

Governments are asked to give their views on the desirability, whether or not seats for workers are provided and maintained in virtue of laws or regulations, of appropriate government officials, e.g., the labour inspectorate, being authorised to give information, advice and guidance in respect of the technical questions involved in the provision and maintenance of suitable seats for workers, particularly in cases in which the seats are provided for workers engaged on operations in which a substantial proportion of the work can properly be done sitting (*question 20*).

PROVISION OF REST ROOMS IN THE UNDERTAKING

In some countries legislative provision is made for rest rooms for men and women. In other countries only rest rooms for women are specified.

Rest Rooms for Men and Women

Provision of rest rooms in undertakings for both men and women is made in virtue of legislation in a few countries, for example, in Burma, Canada, India, Lebanon, Sweden and the United Kingdom.

Thus, in Burma under the Factories Act of 1951 every factory employing more than 100 workers has to provide and maintain in clean condition a sufficiently lighted and ventilated rest shed or rest room. In Canada the employer

¹ MINISTRY OF LABOUR AND NATIONAL SERVICE, Factory Department: *Seats for Workers in Factories*, Welfare Pamphlet No. 6 (London, H.M. Stationery Office, 1951).

must provide a suitable rest room in the factory when directed by an inspector (Alberta); if the Minister so directs in writing the employer must provide a properly equipped rest room (New Brunswick). In India the Factories Act of 1948 provides that state governments may make rules relating to the provision of shelters and rest rooms. The rules issued by the government of Bombay in 1950 to implement the Factories Act contain an article relating to shelters, rest rooms and lunch rooms, providing that the rules shall come into force in respect of any class or description of factories on such dates as the state government may appoint. The rules lay down detailed provisions on the standards to be conformed to in respect of construction, accommodation, ventilation, lighting, furnishing and cleanliness. In Lebanon the 1951 Decree on Health and Safety in Undertakings empowers the Minister of Social Affairs to issue orders relating to various welfare matters, including setting up rest rooms. In Sweden the 1949 regulations under the Workers' Protection Act of 1949 provide that, where work is of such a nature that waiting periods occur more or less regularly, employees should have a suitably situated and equipped room at their disposal during waiting periods. In the United Kingdom the Factories Act of 1937 gives power to the Minister of Labour and National Service to make welfare regulations requiring the provision of rest rooms, either for a particular factory or for factories of any class or description, but this power has not been exercised except in the Clay Works (Welfare) Regulations referred to below.

In certain countries rest rooms are provided in connection with the legislation requiring certain medical facilities in undertakings.

Thus, in Haiti legislation requires undertakings in which more than 100 persons are employed to have a dispensary and to employ a doctor; in these undertakings there is a rest room. In Turkey the 1930 Act respecting Public Health provides that in large undertakings and in undertakings in which dangerous work is effected the continuous presence of a doctor is compulsory. Undertakings in which 100 to 500 workers are employed shall install a sick room and undertakings in which more than 500 workers are employed a hospital; in these undertakings rest rooms must be available. In the United Kingdom in the Clay Works (Welfare) Regulations made under the Factories Act of 1937 there is, in the requirements relating to first aid, reference to an ambulance room in the case of factories at which more than 500 persons are employed, which is to be used only for purposes of treatment and rest and, in the case of factories employing less than 500, there is to be a suitable room promptly to be made available for the reception of persons injured or taken ill while at work. Similar reference to rest rooms allied with first-aid arrangements can be found in some Welfare Orders made under the Factories, Police and Miscellaneous Act of 1916.

In another group of countries the provision of rest rooms is not compulsory, but arrangements are often made for them voluntarily by the undertakings concerned.

In some countries, for example in Austria, Chile and Finland, the rooms provided for canteens and other food service facilities can be used as rest rooms when this does not interfere with the purpose for which they are primarily intended.

Particular reference may be made to the arrangements in Sweden. In that country rest rooms may be of various kinds ranging from simple huts provided in order to protect outdoor workers from wind and weather to attractive recreation rooms. Workers exposed during their work (e.g., in forestry and building operations) to rain, cold, etc., must be provided with shelter in virtue of the Workers' Protection Act. In industrial plants rest rooms are frequently provided; it has often been found desirable from the point of view both of the individual employee and of the undertaking that a person suffering from an occasional indisposition, headache, etc., should not have to leave his job for the remainder of the day but should be enabled to resume work after a brief rest. If the undertaking has a special medical service or sick room the rest room is sometimes placed near it. In smaller undertakings the rest room may serve also as a sick room and is equipped with a medical chest. A large number of undertakings in Sweden provide a rest room adjoining the canteen with easy chairs, newspapers, radio, etc. This is sometimes called the smoking room, since smoking may be prohibited in the canteen itself. In this connection reference may be made to the provision in certain cases in Sweden of sun-rooms for the personnel with quartz lamp-ray treatment, particularly in the case of undertakings where workers have no access to daylight during hours of duty.

Governments are asked to give their views on the desirability of providing rest-room facilities and on the nature of the facilities to be provided (*questions 21 and 22*).

Rest Rooms for Women Only

In a limited number of countries where there is no legislative provision for rest rooms for men and women alike, there is special provision for women.

Thus, in Australia the Factories and Shops Acts of two states require rest rooms to be provided for female employees. Such rest rooms are to be furnished with a couch or bed, blanket or rug, and a hot water bottle. In another state rest rooms are required under the Health Act, in certain circumstances, where specified dangerous trades are carried on. A rest room is prescribed by the Tasmanian Textile Wages Board Determination where ten or more females are employed. Several Commonwealth awards make similar provision. Despite the absence of legislation requiring rest rooms in some of the states, many employers voluntarily provide rest-room facilities for female employees. In Canada in every factory, etc., where ten or more females are employed, the employer must provide a rest room (Manitoba);

except where the Chief Inspector gives written exemption, in factories, etc., where ten or more women are employed the employer must provide a rest room (Ontario). In the Federal Republic of Germany directions issued in 1938 by the Minister of Labour of the Reich provide that in the bigger undertakings where women are employed in large numbers a room with facilities for rest is to be made available for women workers who, during working hours, may occasionally need a short rest for health reasons. Further, under the Maternity Protection Act of 1952 employers may be required to provide rest and nursing rooms for expectant and nursing mothers. In New Zealand the Factories Act of 1946 requires the provision of a rest room available for the use of women in every factory in which more than six women are employed.

In certain countries where no legislative requirement exists for the provision of rest rooms, undertakings in which large numbers of women are employed provide rest rooms for women workers, sometimes with a woman in charge. Such arrangements are particularly developed in the Netherlands.

The views of governments are sought on the desirability of providing rest-room facilities for women workers only (*question 23*).

SUPERVISION

Responsibility for supervision of the facilities for rest described in this chapter varies according to the extent to which the facilities are provided in virtue of legislation.

In the case of the provision of seats in the undertaking, in countries in which such provision is made by legislation supervision is normally the responsibility of the labour inspectorate.

Similarly, in the case of the provision of rest rooms in the undertaking, where such provision is made by legislation supervision is normally the responsibility of the labour inspectorate.

In cases in which seats or rest rooms are provided voluntarily by the employers, there is no external supervision.

CHAPTER IV

RECREATION FACILITIES

In some countries recreation facilities for workers in or near the undertaking are provided in virtue of, or within the framework of, powers conferred by law or Order upon works committees, in others they are provided under arrangements made by public authorities, which may either be of general application or limited to particular industries, but in most countries they are provided voluntarily by the undertakings concerned, usually in consultation with the workers employed in the undertaking. It is rare for recreation facilities to be provided under the terms of collective agreements.

PROVISION IN VIRTUE OF WORKS COMMITTEE LEGISLATION

Legislation on works committees which have responsibility in regard either to welfare facilities in general or welfare facilities including specifically recreation comprises the following Acts, decrees or regulations: Austria: Act on Works Councils, 1947; Belgium: Act on the Organisation of the Economic Life of the Country, 1948; Bolivia: Decree on Joint Works Councils 1950; Bulgaria: Regulations on Rules of Employment, 1947; Czechoslovakia: Decree on Works Councils, 1945, and amending Act, 1948; France: Ordinance and Decree on Works Committees, 1945, and amending Act, 1946; the Netherlands: Act on Works Councils, 1950; Yugoslavia: Basic Law on the Administration of Public Undertakings, 1950.

The French decree relating to works committees specifies among the welfare facilities for which works committees have responsibilities welfare facilities the purpose of which is the utilisation of spare time and arrangements for sports.

The works committees set up under legislation in Austria, Belgium, Bulgaria, Czechoslovakia, Yugoslavia and other countries, are assigned functions relating to welfare in general without specification of recreation facilities, but in practice they often concern themselves with recreation.

PROVISION UNDER ARRANGEMENTS MADE BY PUBLIC AUTHORITIES

In Argentina the Declaration of the Rights of the Worker in the Constitution comprises spiritual and material means of recreation which the workers should be able to enjoy in reasonable measure. The Government grants

subsidies to organisations of employers and workers which desire to develop facilities for sport and, on request, makes available to them the technical assistance of the Ministry of Public Health and Education. In addition the Government has installed sports arenas and swimming pools for workers in urban areas. The Eva Perón Foundation contributes to a large extent to the development of workers' recreation.

In Brazil the Government has set up a Workers' Recreation Service. Decree No. 68 of 1943 provides that this Service is national in character. Its object is to develop the cultural and sport activities of the workers. The Service exercises its functions principally through workers' recreation centres and industrial organisations. Workers are enabled to enjoy, without payment, cinema shows, library facilities, indoor games, gymnastics, football, volleyball, basketball, etc. The administration of the Workers' Recreation Service is in the hands of a council on which the workers are represented.

In two countries special arrangements for welfare, including recreation, have been made by public authorities in a particular industry, namely coal-mining. In India the Government, in collaboration with a consultative committee, including representatives of the employers and workers, is responsible for administering the Coal Mines Welfare Organisation. In the United Kingdom the Coal Industry Social Welfare Organisation is solely responsible for the welfare service away from the place of work, while the National Coal Board has entire responsibility for services provided at the pithead itself.

VOLUNTARY PROVISION BY THE UNDERTAKING

In the great majority of cases recreation facilities at or near the undertaking are not provided in virtue of, or within the framework of, legislation or arrangements made by public authority; they are made available to the workers by the voluntary action of the employer concerned, who generally consults the workers in the undertaking on the kind of facilities that would be most appreciated.

In many countries the practice of providing for the leisure time of workers by making available premises in the undertaking and grounds near the undertaking for various social, cultural and sports activities, is already widespread. The type of facility provided varies according to the country, the locality in which the undertaking is situated and the existing facilities available in the neighbourhood for the community generally. It also varies according to the circumstances of the particular industry in which the workers are employed. In the petroleum industry, for example, where in certain regions the plant or oilfield is often remote from centres of population, clubs and social centres are often provided by the undertaking offering on an elaborate scale a wide range of recreational and cultural amenities. On the other hand, in the construction industry, where the workers are often employed in isolated areas, recreation facilities, while equally desirable, are necessarily, owing to the

temporary character of individual construction jobs, of a more rudimentary kind.

Governments are consulted in regard to the desirability of appropriate measures being taken to provide recreation facilities for the workers in or near the undertakings in which they are employed and the question is also put whether such measures should be taken either (i) in countries in which provision of recreation facilities forms part of the responsibility of the works committees or other bodies set up in virtue of laws or regulations, by such works committees or other bodies; or (ii) in other countries, by the voluntary action of the employers concerned in consultation with the workers in the undertaking (*question 24*).

OPTIONAL CHARACTER OF THE FACILITIES PROVIDED

Whether the recreation facilities are provided in virtue of legislation or on the free initiative of the employers, in the great majority of cases no obligation is imposed on any individual worker to participate in the use of the facilities provided. This does not mean that when sports clubs are formed in an undertaking workers may not be approached by one of their colleagues who is specially interested in the particular sport or by some officer of the company with a responsibility for welfare. No exception is usually taken to such an informal approach. Most undertakings which provide recreation facilities for their workers recognise that the workers' freedom to take part in recreation activities should be respected. As recreation facilities are usually provided voluntarily by the employer, it is natural that the workers' participation in them should also be voluntary.

The views of governments are requested in regard to the desirability of recommending that, whatever be the methods adopted for providing recreation facilities, in no circumstances should the workers be under any obligation to participate in the utilisation of any of the facilities provided (*question 25*).

INDOOR RECREATION FACILITIES

Whether as a result of legislative provision or not, many undertakings provide halls or rooms for meetings and other activities either in the works themselves or adjacent to them.

In Argentina, Australia, Belgium, Brazil, Canada, Chile, France, the Federal Republic of Germany, Greece, Guatemala, India, Italy, Peru, Sweden, the United Kingdom, the United States, Uruguay and Yugoslavia, as well as in other countries, undertakings provide premises of this kind: the premises may be used for lectures, concerts, dances, cinematograph or theatrical purposes either sponsored by the company or organised by the workers themselves.

Some undertakings also provide libraries, both technical and popular, for the use of the workers.

The space available in this report does not permit a detailed description of all the experience in this field in the various countries. Some indication may, however, be given of the outstanding features of the arrangements made in certain countries, mainly in order to illustrate the substantial similarity of the facilities offered.

In Australia, since the end of the Second World War, there has been a marked development in the provision of recreational facilities for workers. General libraries and indoor recreational facilities are now fairly common in industry. General libraries are usually operated as part of the activities of social clubs. Such clubs may be initiated either by management or by workers, some being extensions of informal social clubs which operated in pre-war years. Some of the libraries have been donated by the management, while others have been formed by employees with the aid of the management. Indoor recreational facilities consisting of space and equipment to enable employees to play table tennis, darts, etc., or to be entertained by artistes during lunch time and outside working hours are fairly well established in industry. In the very large organisations many interests are often catered for by way of dramatic clubs, dancing classes, orchestras, choirs, etc.; these are voluntary arrangements among employees, actively supported by the management. In undertakings where regular activities are not organised it is a common practice to arrange one or two main functions each year, such as a dance, picnic or Christmas party.

In Austria, in a large number of undertakings, facilities exist for various indoor games such as table tennis and bowls. In addition there are dramatic clubs, orchestras, choirs and staff libraries, and there are facilities for lectures and cinema shows.

In Belgium, according to a survey published in 1950 by the Federation of Belgian Industries, the most popular forms of indoor recreation were music, drama and reading; relatively little attention was devoted to handicrafts such as work on wood or metal or hobbies such as photography and stamp collecting.

In Chile there are facilities for various indoor games such as billiards, draughts and chess and provision is made for reading rooms and lectures. In Finland in the larger undertakings there are club rooms where provision is made for playing various indoor games; occasionally, also, there is provision for gymnastics.

In undertakings in France provision is made for a wide variety of indoor recreational and cultural activities. In several undertakings circulating libraries have been established; in some cases books are the property of the works committee, in other cases they are borrowed or hired. In one undertaking the cultural and educational centre consists of a hall with 800 seats, together with a dozen smaller rooms for meetings of clubs and societies. The

activities include meetings, lectures, cinema shows and facilities for table tennis and other indoor games and hobbies.

In the Federal Republic of Germany some undertakings provide facilities for physical exercise during the rest periods, especially for women and young workers, under the supervision of a gymnastic instructor. Facilities are also provided for leisure hours by supplying musical instruments for orchestras, facilitating the formation of choirs, setting up libraries, providing facilities for chess clubs and so forth.

In Greece recreational facilities are sometimes provided in the large industrial undertakings in Athens by the *Ergatiki Estia* (semi-official organisation for workers' leisure). In Guatemala some undertakings provide assembly halls and other facilities for indoor recreation.

In India provision is made for indoor games, dramatics, libraries, reading rooms and cinema shows. In Israel cultural facilities are provided in the form of lectures, concerts, films and occasional festivities. Provision is also made, from time to time, for lunchtime lectures, when an extra half-hour is allocated to the lunch hour and the workers put in an extra quarter-hour of work at the end of the day. Thus, a quarter-hour of the extra time for the lecture is supplied by the workers and a quarter-hour by the management.

In Italy there is widespread provision of indoor recreational facilities. The report issued in 1953 by the General Confederation of Italian Industry gives details of the facilities provided in hundreds of Italian undertakings in all parts of the country and in a wide variety of industries. In many cases assembly halls are made available in which lectures, concerts, theatrical and cinema shows, dances and other functions may be held; in one undertaking the cinema theatre has 2,000 seats. Facilities are also provided for billiards, table tennis, chess, draughts, etc. In many undertakings a special feature is the library; in one undertaking this consists of 20,000 volumes and over 500 periodicals.

In Japan certain undertakings provide cultural and amusement facilities. In Peru some companies provide premises for libraries and facilities for cinema performances.

In Sweden the development of recreation facilities is noteworthy for the wide variety offered. In some cases the recreation amenities are not provided in the undertaking itself; thus, in large industrial localities it is common for the workers' recreation clubs to be established by the local authority or by associations receiving grants from it, or by groups of undertakings in the area. On the other hand, in cases in which the undertaking is isolated the workers' clubs are set up in the undertaking itself, or are closely linked with it. Recreation facilities in the form of organised hobbies—chess, singing, weaving, etc., or more vocationally useful activities, e.g., language classes—are to be found in some undertakings, chiefly those situated in rural localities. Physical exercises in working hours are a relatively new idea in Sweden. Every day, or every second day, there may be a short break in the work, the machines

are stopped, and under a leader, who may be a teacher of gymnastics, or a member of the staff with gymnastic training, the workers do appropriate exercises, often to music. In the United Kingdom the provision of indoor recreation facilities of various kinds is widespread.

In the United States detailed particulars of recreation facilities for workers are contained in a report on *Employee Recreation Activities* issued by the National Industrial Conference Board in December 1949. This report provides information on practice and experience in 264 companies in that country in which 1,245,124 employees are engaged. More than two-fifths of the companies surveyed use assembly halls in their recreation programmes. Assembly halls vary greatly in size from a small room in the basement of an administration building used for club meetings to large auditoriums seating many hundreds of employees. Most of the larger assembly halls have removable seats so that the rooms can be used, in addition, for gymnastics, dances, card parties, etc. Recreation rooms or club rooms are used by about one-fifth of the companies whose programmes were surveyed. Club rooms are usually furnished with easy chairs and equipment for smoking. Reading material and table games are often provided, pianos and radios less frequently. Stores and lending libraries are sometimes operated in employee club rooms. The recreation activities enjoyed in these companies are extremely varied. A total of 158 different activities is listed in the survey. In Uruguay some undertakings provide facilities such as libraries and organise concerts and other functions.

The analysis in the preceding pages shows that while the facilities for indoor recreation provided by undertakings in various countries differ, in many countries four main types of indoor facility may be identified, viz., (a) premises for lectures, concerts, theatrical performances, cinema shows, dances and other social, cultural and educational functions, (b) staff libraries and reading rooms, (c) facilities for table tennis, bowls, billiards, chess and other table games, and (d) facilities for the practice of hobbies and handicrafts particular to the individual country or locality concerned.

The views of governments are sought in regard to the desirability of provision for indoor recreation, including some at least of the facilities mentioned in the previous paragraph (*question 26*).

OUTDOOR RECREATION FACILITIES

Arrangements for outdoor recreation facilities are hardly less widespread than provision for indoor recreation. To provide for outdoor recreation undertakings in many countries set aside or purchase ground for the laying out of sport fields in the vicinity of the undertaking. If space in the immediate neighbourhood of the undertaking is not available a suitable area else-

where in the locality may be bought or rented by the company and laid out for various types of sport such as football, tennis, bowls, etc., together with swimming pools. In other cases the policy is adopted of encouraging general community activities rather than activities restricted to the immediate circle of workers in the undertaking.

Some illustrative examples may be given of the various types of outdoor facilities provided in different countries. As in the case of indoor facilities, a noticeable feature of the experience in the different countries is the general similarity of those provided out of doors.

In Australia a marked development has taken place in the provision of outdoor recreational activities since the end of the Second World War. Many employers provide for outdoor recreation by making available space, playing arenas and other facilities. Tennis courts and bowling greens are particularly popular. In some cases inter-factory competitions are arranged, covering a wide range of sport to suit both men and women.

In Austria many undertakings provide facilities for outdoor sport, mainly tennis and football, and also swimming pools and boat houses where there are rivers or lakes in the immediate vicinity.

In Belgium, according to the survey published in 1950 by the Federation of Belgian Industries, the most popular outdoor activities were football (110 undertakings), tennis (52), basketball (45), gymnastics (40), and swimming (39). Workers desiring to take part in sports underwent a single medical examination in 23 undertakings and a periodical medical examination in 38. Excursions were popular; on the other hand allotment-gardening aroused relatively little interest. In order to provide facilities for the various recreation activities many undertakings place at the disposal of their workers the necessary grounds and installations for the various games and sports—football (100), tennis (45), basketball (42), athletics (13), swimming pools (26). Except in the case of swimming pools, only seven of which belonged to the undertakings, the undertakings own about one-third of the grounds and installations. They rent about one-third and for the remaining one-third they arrange with sports clubs for their workers to have the use of them.

In Chile large undertakings provide stadiums or other grounds for outdoor sports, particularly football. In Egypt a survey undertaken by the Labour Department in 1951 of welfare facilities in 150 establishments each employing more than 100 workers showed that some 60 establishments employing 27,810 workers had organised clubs for their workers. In Finland many undertakings have placed sports grounds, swimming pools, etc., at the disposal of the workers.

The articles based on information collected by labour inspectors published in the *Revue française du Travail* (1949, 1950 and 1951) on the actual operation of the works committees in a certain number of industrial undertakings include particulars of their activities in respect of recreational facilities. In

many of these undertakings the works committee had set up a recreation or sports committee with responsibility for the management of the recreational activities for the workers in the undertaking. In several of the undertakings sports grounds were provided by the undertaking, in at least one case equipped with changing rooms and showers and a stand for spectators. The activities most frequently provided for in these undertakings were football, basketball, physical culture and athletics, but in some cases provision was also made for swimming, skating, fencing, ski-ing, bowls, tennis, volleyball and cross-country running.

In the Federal Republic of Germany facilities for outdoor recreation are manifold. In particular, sports grounds are provided on which various forms of athletics may be practised and organised games played. In Guatemala some undertakings provide playing fields, football grounds, etc.

In Haiti about a dozen undertakings have organised outdoor sports, in particular football, volleyball and boxing. In India outdoor recreation and sports of various kinds are organised by the larger undertakings. In Israel only a few of the larger undertakings have provision for outdoor sports. In Italy the report issued in 1953 by the General Confederation of Italian Industry gives details of facilities for outdoor activities provided by some hundreds of Italian undertakings in all parts of the country in a wide variety of industries. In many cases sports areas are provided by the undertakings with equipment for a large number of outdoor sports including football, tennis and athletics; in one undertaking the stadium has a stand with 5,000 seats. Cycling and motorcycling clubs are especially popular. Provision is also made in certain undertakings for seasonal sports such as ski-ing and skating, swimming and boating.

In the Netherlands and in Norway the larger undertakings have provision for outdoor recreation and facilitate the organisation of sports clubs. In Sweden outdoor recreational facilities often take the form of swimming and boating clubs, in the case of undertakings in the vicinity of lakes and the sea, and ski-ing clubs. In the United Kingdom sports and games facilities of all kinds are provided. In Uruguay some undertakings provide facilities such as sports grounds and organise excursions.

In the United States, of the 264 companies included in the survey made by the National Industrial Conference Board in 1949 (*Employee Recreation Activities*), more use athletic fields than any other type of recreation facility. The athletic field varies greatly in size and in the facilities offered. It may consist only of a soft-ball diamond behind the factory or it may comprise many acres with facilities for a large number of sports. One extensive recreation area comprises 166 acres containing a picnic grove, a baseball field and a lagoon for boating and canoeing, together with a swimming pool, an archery range, two volleyball courts, two shuffleboard courts, five tennis courts, three giant checker boards (built on the ground) and eight soft-ball diamonds. Small children may be left under supervision at a "tot lot"

which is equipped with a wading pool, swings, slides and sandboxes. Approximately one-fifth of the companies included in the survey use club houses in the course of their programmes. Company club houses are chiefly of two types: those located on company grounds or adjoining the plant, and country clubs. The latter frequently have grounds spacious enough for golf courses. Approximately one-seventh of the companies covered in the survey make garden plots available to employees, the plots in the great majority of cases being owned by the company. The sports activities found most frequently in the companies surveyed are those in which a large number of employees participate, as opposed to those in which they are spectators. Baseball, for instance, ordinarily considered as a game requiring professional skill, is far outranked by soft-ball, the second most popular activity. Bowling and golf, first and third most popular activities, are likewise sports at which all employees can play. The fourth most popular activity is basketball.

The analysis in the preceding pages shows that while the facilities for outdoor recreation provided by undertakings in various countries differ, in many countries four main types of facility for outdoor recreation may be identified, viz., (a) installations for football, basketball, tennis, bowls and other ball games, (b) swimming pools, (c) facilities for gymnastics and athletics, and (d) facilities for sports special to particular countries, areas or seasons.¹

The opinion of governments is sought on the desirability of provision for outdoor recreation, including some at least of the facilities mentioned in the previous paragraph (*question 27*).

¹ *Works magazines.* In connection with a description of recreation facilities in or near the undertaking a footnote on works magazines is appropriate. Works magazines do not, in themselves, constitute a recreation facility, but they are often closely associated with the recreation facilities provided in the undertaking and in almost all cases they contain information on these facilities and report the doings of the various sports, social and educational clubs and societies set up in the undertaking. Works magazines are found in undertakings in Australia, Austria, Belgium, Canada, France, India, Italy, the Netherlands, Sweden, the United Kingdom and the United States, among other countries. Most of these journals are published at regular intervals, usually either monthly or quarterly. They are either provided free or sold at a low price. They range from mimeographed sheets with a circulation of a hundred or less to elaborately illustrated magazines with circulations of hundreds of thousands.

They aim, in the main, at providing a channel of communication between the management and the workers and also a means of communication among the workers themselves by providing information on the activities of societies and clubs in the undertaking. In addition information is given about activities such as foremen's associations, works committees, travel by company officials, especially abroad, and personal notes about new appointments, promotions, retirements and family affairs such as births, marriages and deaths. Some works magazines also include entertainment pages with notes on hobbies, puzzles and competitions.

Usually the works magazine is edited by an editor appointed by the management of the undertaking, contributions being received from the various recreation clubs and societies in the undertaking. In exceptional cases the paper may be edited by a specially appointed editorial committee on which the workers are represented; in other exceptional cases, again, editorial responsibility may be entirely in the hands of the workers.

SUPERVISION

As provision of recreation facilities in or near the undertaking is not made in virtue of legislation (other than works committee legislation) except in a very limited number of countries, it is only in these countries that arrangements in regard to the provision of recreation facilities are a matter for government supervision.

In cases in which works committees set up under legislation exercise responsibility for recreation facilities the parties represented on the committees are normally responsible for supervision, subject to any powers assigned to the labour inspectorate.

Finally, in cases in which recreation facilities are provided as a result of voluntary action on the part of the undertaking or by mutual arrangements between the undertaking and the workers employed in it, no question of external supervision arises.

CHAPTER V

MANAGEMENT AND FINANCING OF FEEDING AND RECREATION FACILITIES

MANAGEMENT

In the management of feeding and recreation facilities a variety of different methods is employed. With a few exceptions, no one method is peculiar to any one country. In many countries in which feeding and recreation facilities are widely provided, whether in virtue of legislation or not, different methods of operation are to be found.

Methods of Managing Feeding Facilities

Except in cases in which special bodies have been entrusted with overall responsibility for welfare facilities in particular industries or groups of industries, the methods of administration most generally in use are the following: by the management of the undertaking itself; by catering contractors; by works committees or joint committees consisting of representatives of the employer and the workers; by trade unions; by workers in the undertaking.

In countries in which several different methods exist, statistical information is not usually available as to the proportion of food service facilities managed under each of the different methods. In a few countries, however, some information on this point is available.

In Belgium a survey published in 1950 by the Federation of Belgian Industries showed that, of 133 undertakings with refectories or canteens, in 100 administration was effected by the management of the undertakings, in 19 by a joint committee and in 14 by the workers alone.

In Canada a survey made in 1947 by the Nutrition Division of the Department of National Health and Welfare showed that management operated 46 per cent., contractors 46 per cent. and employees 8 per cent.

In Israel a research project undertaken by the Ministry of Labour in 1952 covering 100 canteens showed the following percentages of canteens administered by each of the different methods: by management alone 11 per cent.; by private contractors 45 per cent.; by management and workers' committees jointly 10 per cent.; by workers' committees alone 24 per cent.; by public institutions 10 per cent.

In the United States a study was made at the end of the Second World War (September 1945) by the Industrial Feeding Programs Division of the Department of Agriculture covering 616 large manufacturing plants each with 1,000 or more workers. In these plants management operated 41.4 per cent. of the feeding facilities, catering contractors operated 56.5 per cent. and the remaining 2.1 per cent. were employee-operated. In 1950, however, the report issued by the National Industrial Conference Board covering 138 plants showed that 56 per cent. of the cafeterias were company-operated, 40 per cent. had contractor-operated services, and 4 per cent. were employee-operated.

These figures are given as an illustration of the extent to which various methods of administration are to be found in a particular country. It must not be assumed, however, that they are representative of the proportions in other countries.

Administration by the Management of the Undertaking.

Administration of canteens and other feeding facilities by the management of the undertaking is the method most commonly adopted. It is found in Australia, Belgium, Brazil, Burma, Canada, Chile, Egypt, Finland, France, Haiti, India, Israel, Italy, Japan, the Netherlands, Norway, Sweden, Turkey, the United Kingdom and the United States.

The pattern of administration is not uniform in these countries, but in general it is the personnel department, welfare department or industrial relations department of the undertaking which has the over-all responsibility for the administration of feeding facilities, the actual day-to-day management being in the hands of a manager or manageress appointed by that department and responsible to it.

Administration by Catering Contractors.

In a certain number of countries undertakings prefer, since they have no specialised knowledge of running canteens, to entrust their management to outside industrial food-service operators. It is often difficult for an undertaking to find qualified managers and experienced personnel to provide adequate service. Further, the company has no pool of food-service workers to call upon during illness and other emergencies. In these circumstances, just as it has recourse to outside firms for other specialised services, it turns to catering contractors specialised in the running of factory canteens to manage its canteen for it. Outside catering contractors are, of course, profit-making undertakings and they expect to make a reasonable profit on the management of the canteens. Even taking account of this, however, the specialised knowledge and experience possessed by the catering contractors often results in canteens run by them providing efficiency of service and reasonableness of price which compare not unfavourably with those in canteens operated directly by the management on a non-profit-making basis.

Canteens run by catering contractors are to be found in several countries, but particularly in Australia, Canada, Sweden, the United Kingdom and the United States.

In cases in which management of canteens is entrusted to a catering contractor the latter is usually responsible to the personnel, welfare or industrial relations department of the undertaking, which exercises general supervision.

Consultation of the Workers in the Undertaking.

In the great majority of cases in which the administration of canteens is undertaken either directly by the management of the undertaking or by catering contractors responsible to the management, some provision is made for the consultation of the workers concerned. In many cases canteen committees are set up consisting of or including representatives of the workers; such canteen committees are consulted from time to time on general questions connected with the services provided in the canteen and they have the right to make suggestions to the management for the improvement of such services.

Specific legal provisions for such consultation of the workers exist in Burma and India. In Burma, under the Factories Act of 1951, the rules issued concerning the provision of canteens for factories employing more than 250 workers may require the formation of a canteen committee with a workers' representative on it. In India, under the Factories Act of 1948, state governments have the power to make rules requiring that representatives of the workers employed in the factory shall be associated with management of the welfare arrangements. Rules made under this Act by the government of Bombay in 1950 contain detailed provisions relating to the management of canteens and providing in particular for a managing committee to consist of equal numbers of persons nominated by the employer and elected by the workers.

In other countries, such as Australia, Canada, France, Israel, Italy, the Netherlands, Norway, Sweden, Turkey, the United Kingdom, and the United States, arrangements are usually or often made for consultation of the workers.

Thus, in Canada representatives of the workers are usually consulted, through canteen committees or otherwise. In Israel the research project undertaken by the Ministry of Labour covering 100 canteens showed that, in 88 per cent. of the canteens studied, there were canteen committees with representatives of workers and management. In Italy consultation of the workers is effected through the works committees (*commissioni interne*) set up in virtue of the Interconfederal Agreement of 1953. In Japan provision is made in many undertakings for the consultation of the workers in cases in which the management of the canteens is not a joint responsibility. In the Netherlands there are arrangements in most of the undertakings for consulta-

tion of the workers. In Norway the workers can be consulted through the system of joint production committees and thus have an opportunity of presenting their views. In Turkey, where administration is entirely in the hands of the management of the undertaking, representatives of the workers are consulted. In the United Kingdom and the United States canteen committees or other similar bodies exist in a very large number of undertakings in which there are canteens, whether these canteens are administered directly by the management or by catering contractors.

Administration by Works Committees or Joint Committees.

In countries in which canteens and other feeding facilities are provided in undertakings in virtue of legislation on works committees the administration of the canteen is usually or often a responsibility of the works committee.

Thus, in Austria the administration of canteens is a general responsibility of works committees. The Act on Works Councils of 1947 provides that the works council has the right to administer the welfare services established by it provided that the head of the undertaking has the right to participate in the administration of these services. Regulations made by the Austrian Ministry for Social Welfare in 1947 provide, in section 37, that the works council must agree with the head of the undertaking on the form of his participation in the management of the welfare services and on the number of members of the works council and that in cases in which agreement cannot be directly reached, the issue shall be submitted to the Conciliation Office.

In France, under the provisions of an Ordinance of 1945, amended in 1946, works committees have been compulsorily established in every undertaking employing 50 or more workers. The works committee consists of representatives of the workers and is presided over by the employer or by his representative. The task of these committees is to co-operate with the management in improving the working conditions of the workers and to manage or participate in the management of various welfare schemes, including canteens, established in the undertaking for the benefit of the workers and their families. In some undertakings the management has retained control of certain social services, for example, canteens, but usually in such cases the works committees participate in a consultative capacity, sometimes through canteen committees appointed by them. Some information collected by labour inspectors has been published in the *Revue française du Travail* (1949, 1950 and 1951) on the actual operation of the works committees in a certain number of industrial undertakings, including their activities in respect of feeding facilities. In many of these undertakings the works committee has set up a canteen committee with responsibility for the management of the canteen or canteens established in the undertaking. In one undertaking the restaurant is managed by a management committee appointed by the works committee; this management committee has subcommittees on finance, purchases and operation. In another undertaking the canteen is managed

by a manager appointed by the works committee; his staff is appointed and paid by the management of the undertaking. In another undertaking the canteen is in the charge of a manager who works under the supervision of a subcommittee of the works committee.

In the Federal Republic of Germany where, under the organic Industrial Act of 1952, the works council is invested with the right to co-determination in the administration of welfare facilities, including canteens, the actual management of the facilities is in some cases regulated by special agreements between the employers and the works councils in accordance with paragraph 52, section 2, of the Act.

In Yugoslavia, in virtue of the basic law on the Administration of Public Undertakings, of 1950, public undertakings shall be administered in the name of the community by the staffs employed therein as part of the state economic plan. The staff employees shall carry out their administration through the workers' councils and administrative committees of the undertakings. The responsibilities of the administrative committee (of which the manager is a member) include the improvement of the living conditions of the workers and officials of the undertaking, and in virtue of this assignment of responsibility the administrative committee is responsible for the works canteens and other feeding facilities in the undertaking.

In countries in which canteens are not operated in accordance with the provisions of works committee legislation the administration of the canteen is sometimes entrusted to a joint committee.

Thus, in Israel, as has already been mentioned, 10 per cent. of the canteens studied in the research project undertaken by the Ministry of Labour were administered by management and workers' committees jointly. In Japan there are cases in which, by voluntary arrangements between the management of the undertaking and the workers employed in it or by agreement between the undertaking and the trade union, canteens are managed jointly by the management and the workers. In the Netherlands, particularly in the case of large undertakings, there are also examples of such joint management.

Administration by Trade Unions.

Administration of the works canteen by a trade union is rare. Examples of such a type of administration are, however, to be found in a limited number of factories in Sweden and a few other countries.

Administration by the Workers of the Undertaking.

In certain instances, in a few countries, of which Belgium and Canada have been mentioned above, canteens and other feeding arrangements are administered by the workers employed in the undertaking. Thus, in Chile the *casinos* in certain undertakings are administered by the workers concerned. In Israel the research project undertaken by the Ministry of Labour showed, as has already been mentioned, that 24 per cent. of the canteens were admi-

nistered by workers' committees alone. In the United States food services are sometimes conducted by workers in the undertaking. In these cases space for the food service is usually provided by the company, but the extent to which the company supplies equipment and other facilities depends largely upon the scope of the programme and other considerations. In the majority of cases the workers in the undertaking, through a committee nominated by them, appoint the lunch-room manager, who is responsible to them.

Summary.

The analysis in the preceding pages shows that the management of feeding facilities may be exercised in different ways, varying in accordance with the customs of the country or locality concerned. However, except in countries in which special bodies have been entrusted with over-all responsibility for welfare facilities, it results from the survey of experience in various countries that management of the facilities usually assumes one of the following forms: (a) in countries in which the provision of feeding facilities forms part of the responsibility of works committees set up in virtue of laws or regulations, management is in the hands of such works committees or of subcommittees set up by them, and (b) in other countries it is in the hands of the management of the undertaking or of catering contractors appointed by the management, with arrangements for consultation with the workers in the undertaking, e.g., through a canteen committee consisting of representatives of the workers in the undertaking.

Governments are asked for their views on the desirability of drawing the attention of governments, employers and workers to the forms of management mentioned in the previous paragraph, subject to the recognition of the appropriateness of management being exercised in different ways varying in accordance with the customs of the country or locality concerned or with arrangements under which special bodies have been entrusted with over-all responsibility for welfare facilities (*question 28 (a)*).

Methods of Managing Recreation Facilities

In Chapter IV it was mentioned that in certain countries special bodies have been set up with over-all responsibility for welfare facilities in certain industries or groups of industries. Apart from these special bodies, which have their own methods of management, while methods of managing recreation facilities vary considerably from country to country and even within a country from undertaking to undertaking, it is usual for the facilities to be organised and managed by the workers themselves.

In many cases, however, a member of the staff of the undertaking has responsibility for encouraging the utilisation of the facilities provided, for assisting or advising the workers in the management of the facilities and for

acting as a liaison officer between the workers and the management of the undertaking.

In countries in which welfare arrangements come within the province of a works committee set up in virtue of legislation the management of the recreation facilities by the workers may be highly centralised. The works committee may be directly responsible for the organisation and management of the facilities provided, or it may set up a subcommittee or subcommittees for the purpose. The documentation published in the *Revue française du Travail* (1949, 1950 and 1951) contains details on the administration of recreational facilities in certain French undertakings. In one undertaking the members of the works committee form part of the management committee of the sports association. In another the recreation committee appointed by the works committee consists of an engineer, a technician, a draughtsman and a manual worker. In a third the management of the undertaking participates in the management of the sports club, which is subsidised by the works committee. In a fourth case the works committee manages the recreation centre through a special subcommittee. In yet another undertaking sports are managed by a committee consisting of two members of the works committee and a representative of the young workers in the undertaking.

In some countries, for example Australia and the United States, while the administration of the recreation activities varies somewhat from undertaking to undertaking, it is generally relatively centralised. In Australia the formation of central social or recreation committees to control and supervise the whole sphere of an undertaking's recreation activities is generally encouraged by the management acting through a personnel or welfare officer or, in some instances, an employee with special interests in that direction. Some committees consist entirely of employee representatives, but on others managements are directly represented through a production executive or a personnel officer.

In other countries, for example the United Kingdom, management by the workers may be largely decentralised. Clubs may be formed voluntarily by groups of workers in the undertaking who are interested in a particular form of recreation, and these groups are responsible for the management of their clubs. Thus, in a large undertaking there may be a tennis club, a football club, a swimming club, a billiards club, a dramatic club, a choir, an orchestra, etc., each managing its own affairs.

In some countries the methods used may be special to the country concerned. For example, in Israel the management of recreation is, in general, in the hands of the labour councils set up in every town and village in Israel and organised by the Histadrut. In the case of the large undertakings the recreation facilities may be organised in the undertaking itself but in other cases the facilities are provided in the "house of culture" or sports clubs organised by the labour councils.

In Japan the trade union to which the workers in the particular undertaking belong sometimes participates in the management of the facilities provided. The Labour Statistics and Research Division of the Labour Ministry of Japan recently carried out a survey of 1,075 collective agreements signed or renewed in the period from January to June 1951, and analysed the provisions concerning welfare facilities in these agreements. Out of the 1,075 agreements analysed, 561 contained provisions concerning welfare facilities. Of these, 288 contained provisions relating to the participation of the trade union in the planning or administration of welfare facilities. Only a minority of the specific welfare facilities mentioned in the agreements were, however, of a recreational character.

In other countries a variety of different management methods co-exist. This is the case, for example, in Sweden where the administration of the facilities is in certain cases in the hands of the trade union and in others in the hands of a committee, including representatives of the employer and the workers. In other cases again, the facilities are provided under arrangements made by the local authority or by associations receiving grants from it.

In the United States the management of the recreation activities surveyed in the report of the National Industrial Conference Board to which reference has already been made is for the most part in the hands of the workers. Central employee associations or clubs administer approximately 46 per cent. of the recreation programmes surveyed. Some club constitutions provide for a proportionate number of men and women on the board according to the total number of male and female employees in the company. Some make certain that there is a fair representation of office and factory workers respectively. In one club which elects three trustees, one must be elected from the factory, one from the office and the third must be an executive of the company. In approximately one-fourth of the clubs the management of the company is represented on whatever body governs the club. The individuals who most frequently represent management in employee clubs are the personnel director, the recreation director, or the company treasurer. In some companies in which management has no direct representation on the governing body of the employee club, management lends guidance through an advisory board or committee. While in the case of a number of the companies surveyed local unions sponsor recreation activities for union members, only one of the companies surveyed reports that a union handles the major part of its recreation programme for all workers. This is an automobile manufacturing company where employees belong to the United Automobile Workers, which has an organised recreation programme. In one-fourth of the companies surveyed a full-time recreation director is employed, and another one-sixth of the companies have part-time directors. Thus, in more than 40 per cent. of the companies the programmes are supported by a member of the staff who devotes either all or part of his working time to employees' recreation activities.

The analysis in the preceding pages shows that the management of recreation facilities may be exercised in different ways, varying in accordance with the customs of the country or locality concerned, but is usually in the hands of the workers themselves. Except in countries in which special bodies have been entrusted with over-all responsibility for welfare facilities it results from the survey of experience in various countries that management of the facilities usually assumes one of the following forms: (a) in countries in which the provision of recreation facilities forms part of the responsibility of works committees set up in virtue of laws or regulations management is in the hands of such works committees or of subcommittees set up by them; (b) in undertakings in some other countries management is exercised by a central recreation committee elected by the workers in the undertaking and including sometimes a representative or representatives of the management of the undertaking; (c) in undertakings in other countries management is exercised by different clubs formed voluntarily by groups of workers in the undertaking interested in particular forms of recreation.

Governments are consulted on the desirability of drawing the attention of governments, employers and workers to the forms of management mentioned in the previous paragraph, subject to recognition of the appropriateness of management being exercised in different ways varying in accordance with the customs of the country or locality concerned or with arrangements under which special bodies have been entrusted with over-all responsibility for welfare facilities (*question 28 (b)*).

FINANCING

In the financing of feeding and recreation facilities respectively, methods differ so substantially that, as in the case of the management of the facilities, it is necessary to consider separately practice in regard to feeding facilities and practice in regard to recreation facilities. In neither case will any attempt be made to describe in detail the methods used by the special bodies set up in certain countries with over-all responsibility for welfare facilities in certain industries or groups of industries.

Methods of Financing Feeding Facilities

Expenditure in setting up and operating canteens falls into four clearly definable groups: (a) initial capital outlay, (b) overheads and maintenance, (c) cost of food, and (d) wages and insurance of food-service personnel.

(a) Initial capital outlay comprises the cost of building, equipping and furnishing the canteen premises, including in particular the provision of tables and chairs, crockery, cutlery and glassware and all kitchen equipment and furnishings. It is the normal practice for the initial capital outlay to be borne by the undertaking in which the canteen is set up.

(b) Overheads and maintenance include: (i) heating and lighting, fuel costs in the kitchen, and cleaning; (ii) rates and taxes and insurance of property and equipment; (iii) maintenance, repair and replacement of furniture and heavy equipment; (iv) replacement of broken crockery, cutlery and glassware.

In most countries expenditure on overheads and maintenance is borne by the undertaking. In others practice varies from canteen to canteen as to which of these overheads and maintenance items are borne by the undertaking and which are covered by takings in the canteen. The proportion of overheads and maintenance costs which can reasonably be covered by canteen takings depends on such factors as the size of the canteen (the greater the number of persons using the canteen the larger the proportion of overheads it can reasonably pay, as overheads do not rise in proportion to the numbers catered for), the efficiency of the canteen management and the prices charged in the canteen. Owing to the influence of such factors as these, practice in canteens varies from cases in which the undertaking defrays all overheads and maintenance charges to cases in which the undertaking defrays only those listed above under (i) and (ii), namely, heating and lighting, fuel costs in the kitchen, and cleaning, and rates and taxes and insurance of property and equipment, leaving all the other costs to be covered by the takings in the canteen.

(c) Cost of food includes actual cost of all food purchased by the canteen for use in the canteen, including the food sold to the customers and the food consumed by the canteen staff (it is the usual practice for canteen staff to be provided with free meals when on duty). In many undertakings it is the normal practice for the cost of food to be covered by the canteen takings, i.e., the payments made by the workers for the meals and other foods and beverages provided by the canteen. In certain undertakings, however, prices of meals in some canteens are fixed below the cost price of the food supplied.

(d) Wages and insurance of food-service personnel represent a substantial proportion, varying in most cases from 20 to 40 per cent., of the operating costs of a canteen. In some countries it is customary in most canteens for prices of meals to be fixed at such a level that canteen takings will cover not only the cost of food but also the cost of the wages and insurance of the canteen staff. In other countries, on the other hand, it is rare for prices in any canteen to be fixed at a sufficiently high level to cover any part of the cost of wages and insurance of the staff employed in the canteen. In view of these divergences in actual experience it is impossible to identify any arrangements as being normal practice.

In countries in which provision for canteens is made in virtue of legislation on works committees, the funds placed at the disposal of the works committees are used to finance the running of canteens. Thus, in France the funds allotted to works committees for the purpose of financing various welfare services are provided mainly by an annual contribution from the

employer, the amount of which is calculated in accordance with rules set forth in a decree of 2 November 1945. Broadly speaking the amount is computed according to the percentage of wages and salaries which the undertaking spent on social services in the year in which the works committee took over responsibility for such services. The committees' funds are usually provided by grants from the company of sums fixed according to the legal provisions mentioned above; in other cases, by agreement, the committees receive funds from the company as and when required, or are paid a certain sum, the undertaking assuming responsibility for any deficits incurred. Some detailed information on the financing of canteens in individual establishments is contained in the studies published in the *Revue française du Travail* (1949, 1950 and 1951). In one undertaking one-third of the cost of the meals was borne by the works committee, in another the cost of the meals was subsidised to the extent of 50 per cent. by the undertaking. In a third undertaking the prices charged for meals covered only food costs, all other costs being defrayed by the undertaking.

Prices Charged in Canteens.

In certain cases in which canteens are set up in virtue of legislation rules made by the competent authority may contain stipulations as to the charges to be made in the canteens. Thus, the rules made under the Burma Factories Act of 1951 may specify the prices to be charged in the canteens. Similarly, under the Indian Factories Act of 1948, the rules to be made by state governments may contain stipulations as to the foodstuffs to be served and the charges to be made.

In other countries, whether canteens are set up in virtue of legislation or not, no rules are made by the public authority as to the charges to be made; these are fixed by the individual undertaking subject, in many cases, to consultation with the workers through canteen committees or otherwise.

In countries in which canteens are set up in virtue of works committee legislation, prices in the canteens are usually fixed by the works committees unless the works committees delegate this duty to any subcommittee appointed to manage the canteen.

The general philosophy behind the fixing of canteen prices is that, on the one hand, canteen service is a welfare facility—the canteen is not a profit-making concern—but that, on the other hand, it does not usually exist for the provision of what may be regarded as food allowances—meals in canteens are not taken into computation as a supplement to wages.¹

¹ In this connection reference may be made to a provision of the Protection of Wages Convention, 1949, relating to prices in works stores or services operated in connection with an undertaking (Article 7, paragraph 2):

“Where access to other stores or services is not possible, the competent authority shall take appropriate measures with the object of ensuring that goods are sold and services provided at fair and reasonable prices, or that stores established and services operated by the employer are not operated for the purpose of securing a profit but for the benefit of the workers concerned.”

It is clear that within this general framework the application of the two principles may lead in practice to widely divergent results. In some canteens, for example some cafeterias in the United States¹, the prices of meals will be fixed at a level scarcely, if at all, lower than those prevailing in nearby commercial catering establishments; in others, for example some canteens in Austria and Italy, the prices will be fixed so low as to be merely nominal. In the majority of canteens in most countries prices will be somewhere between these two extremes.

When a canteen is first set up in an undertaking there is often a certain reluctance on the part of the older and more conservative workers to take their meals there; many will prefer to continue to bring their meals from home. Account being taken of this attitude on the part of some, at least, of the workers, the canteen will not prove popular if prices are fixed at a level which the workers consider unreasonably high.

Summary.

The analysis in the preceding pages shows that although there is wide diversity in the methods of financing feeding facilities in different countries and undertakings, nevertheless (leaving out of account cases in which special bodies have been entrusted with over-all responsibility for welfare facilities), the following arrangements are very generally found:

(a) financing by the employer of expenditure for constructing or otherwise providing the premises for feeding facilities together with the necessary equipment and furnishings and for continuing overheads and maintenance, including heating, lighting and cleaning, rates, taxes and insurance, and upkeep of premises, equipment and furnishings;

(b) financing by the workers using the facilities, through payment for meals and other food supplied, of the cost of the food; and

(c) financing, either by the employer or by the workers, through payment for meals and other food supplied, of expenditure for wages and insurance of food service personnel.

The views of governments are sought on the desirability of drawing the attention of governments, employers and workers to the form of financing mentioned in the previous paragraph, subject to the recognition of the appropriateness of financing being exercised in different ways varying in accordance with the customs of the country or locality concerned or with arrangements under which special bodies have been entrusted with over-all responsibility for welfare facilities (*question 29 (a)*).

¹ See *Company Food Services*, op. cit., p. 18.

Methods of Financing Recreation Facilities

The financing of recreation facilities is determined in virtue of legislation in countries in which works committees set up by legislation have a responsibility for welfare matters. Thus, in France the funds allotted to works committees to finance various welfare services, including recreation, are provided mainly by an annual contribution from the employer, the amount of which is calculated in accordance with rules set forth in a decree of 2 November 1945. The documentation published in the *Revue française du Travail* (1949, 1950 and 1951) includes details on the way in which recreation activities are financed. In one undertaking monthly payments are made from works committee funds to the various recreation activities. In another case the sports club is financed partly by the management of the undertaking and partly by the takings from fêtes and sports meetings. In a third case the works committee defrays all the costs of the recreation activities.

In some other countries special arrangements have been made for financing recreation and other welfare facilities. Thus, in Brazil part of a special tax is devoted to meeting expenditure incurred by the Workers' Recreation Service set up by the Government to co-ordinate entertainment for the workers.

In India the Government launched a scheme in 1946 for the constitution of welfare funds in all industrial undertakings which it owned, except establishments under the control of the Ministry of Railways and the Ports. These exceptions were made because a system of staff benefit funds already existed on the principal railways and the major ports had their own welfare organisation. According to the terms of the scheme the welfare funds are to be utilised for providing recreation, sports, games, dramas, cinema shows, reading rooms, books, etc., to workers employed in the undertakings, including the clerical and other staff attached to them. The funds are partially supported by government grants. The Government has since issued a directive to all state governments to consider the desirability of issuing instructions to employers' organisations and industrial undertakings in their jurisdiction, to constitute labour welfare funds on a voluntary basis where they do not at present exist. The scheme set up for Central Government undertakings was suggested as a model.

In Japan welfare facilities are financed mainly by the employers. The trade union law of Japan prohibits employers from defraying the operational expenses of trade unions, such action being regarded as constituting an unfair labour practice. The law, however, excludes from unfair labour practices contributions by the employers to welfare funds or benefits paid for the relief of economic misfortune or accident. Under this provision employers may make financial contributions to welfare facilities.

In most countries, whether recreation facilities are provided in virtue of legislation or other government action or not, it is usual for financing to be

shared by the undertaking and the workers concerned, by far the greater part of the cost falling upon the undertaking.

Thus, in the case of indoor recreation facilities it is usual for the undertaking to build, rent or otherwise provide the room or rooms set aside for recreation facilities in the undertaking and to pay rates and taxes and the cost of lighting, heating and cleaning. It is also usual for the undertaking to provide and maintain the furniture and equipment required. Similarly, in the case of outdoor recreation facilities it is usual for the undertaking to provide and maintain the grounds required for football, tennis, and other games and athletics, swimming pools and other amenities, together with durable equipment such as tennis and badminton nets, basketball and volleyball standards, and equipment for gymnastics and athletics.

On the other hand it is usual for the day-to-day running expenses of the clubs which utilise the facilities provided, including in particular the provision of expendable equipment and supplies such as bats and balls and materials for handicrafts, to be met from members' subscriptions, games fees, receipts from charges for admission to matches, etc.

In illustration of the way in which the cost of recreation facilities is shared by employers and workers reference may be made to the practice in Australia and the United States.

In Australia employers make available the buildings, playing fields and other facilities required for outdoor and indoor recreation; equipment is often provided by the employees themselves, though many social and sporting clubs receive fairly liberal support from management by way of an initial or annual subsidy. As a general rule financial affairs are handled through the social committee. There is no compulsion to join in activities but some managements agree, subject to the individual employee's consent, to membership fees being deducted from pay. This arrangement provides regular machinery for the collection of fees and overcomes the problem of one or several employees having to approach their colleagues at regular intervals to collect what are usually small contributions.

In the United States the large majority of the employee recreation programmes surveyed in the report of the National Industrial Conference Board are jointly financed by company and employees. In most cases the companies provide the athletic fields and other facilities for outdoor activities and the assembly halls and other facilities for indoor recreation, and defray maintenance costs. More than 92 per cent. of the companies included in the survey also contribute to the operating expenses of recreation activities. In 42 per cent. of the companies employees help to pay for their recreation programmes through association or club dues. These include dues paid for membership in separate activity clubs as well as those paid for membership in a central association. Admission fees for special events such as athletic games, concerts, plays, dances, excursions, dinners and parties are charged in 35 per cent. of the companies providing information on financing. In

50 per cent. of the companies fees paid by individual players in the clubs help to finance the programmes. In a number of cases company contributions are directly related to employee contributions. In other words, the management decides that the company's contribution will be a definite percentage of the dues collected by the recreation club from its members or a definite proportion of the total income of the club. The arrangement most frequently reported is that under which the company matches employee association dues.

In the case both of indoor and outdoor recreation facilities, but more particularly of outdoor recreation facilities, workers' families may sometimes be authorised to take advantage of the facilities, on payment by the worker concerned of a small additional subscription.

In cases in which the recreation facilities are provided in co-operation with the community, the undertaking may provide the land and buildings, leaving the running expenses to be met by the community or by membership subscriptions from those who use the facilities.

The analysis in the preceding pages shows that although the recreation facilities provided are financed in somewhat different ways in various undertakings, nevertheless in a considerable number of cases in many countries, excepting those in which special bodies have been entrusted with over-all responsibility for welfare facilities, the financing of the facilities assumes the following form:

(a) financing by the employer of (i) expenditure for constructing, renting or otherwise providing the premises for indoor recreation facilities and the grounds and installations for outdoor recreation facilities, together with the necessary furnishings and durable equipment, and (ii) continuing overheads and maintenance including rates, taxes and insurance, heating, lighting and cleaning and upkeep of premises, grounds, installations, equipment and furnishings; and

(b) financing by the workers utilising the facilities of day-to-day running expenses, including in particular the provision of expendable equipment and supplies, through payment of membership subscriptions, games fees, and through receipts from charges for admission to matches or otherwise.

Governments are asked for their views on the desirability of drawing the attention of governments, employers and workers to the form of financing mentioned in the previous paragraphs, subject to recognition of the appropriateness of financing being exercised in different ways, varying in accordance with the customs of the country or locality concerned or with arrangements under which special bodies have been entrusted with over-all responsibility for welfare facilities (*question 29 (b)*).

CHAPTER VI

TRANSPORT FACILITIES

The International Labour Conference has already recognised the importance of facilities for transport between the worker's home and his place of work. In 1924 the Conference recommended in the Utilisation of Spare Time Recommendation that "by means of a well-conceived transport system and by affording special facilities in regard to fares and timetables, workers should be enabled to reduce to the minimum the time spent in travelling between their homes and their work", and that "employers' and workers' organisations should be extensively consulted by public transport authorities or private transport undertakings as to the best means of securing such a system".

As in the case of the other welfare facilities covered in this report, in the provision of transport facilities for workers, welfare and efficiency are closely related. If, as a result of transport difficulties, the worker is already fatigued when he arrives at his work, it is obvious that his output will be affected. The provision of appropriate transport facilities is therefore not merely a matter of the individual worker's comfort. It is to the interest of the undertaking that its labour force should be given every assistance in arriving on the job fully fit for a normal day's work and at the end of the day's work reach home without undue delay and fatigue.

PROVISION OF BICYCLE SHEDS AND PARKING PLACES

In the case of most industrial undertakings the great majority of the workers may live quite close to the undertaking. It is easy for them to come in on foot or by bicycle or some other means of personal transport. In such cases no serious problem arises. The only facility which it is appropriate to provide is a covered shed for bicycles, scooters and motor cycles. In a number of countries this facility is in fact provided by many undertakings and is much appreciated.

In the limited number of countries in which a proportion of the workers use their own automobiles to come to work, parking space in the immediate vicinity of the undertaking is often provided.

For example, in the United States an analysis of personnel practices in the Cleveland area made in 1952 by the Associated Industries of Cleveland

showed that of the 312 Cleveland companies contributing data for the survey, 252 with 130,752 employees provided parking facilities for their factory workers.

Governments are consulted in regard to the desirability of the provision by undertakings of bicycle sheds and parking places (*question 30*).

TRANSPORT DIFFICULTIES AND THEIR SOLUTION

Transport difficulties arise particularly in two types of case. The first type is that of the undertaking situated in a very large urban area. In such areas in many countries, not only in such immense agglomerations as London, New York, Paris and Tokyo, but in smaller cities as well, there has been an increasing tendency for the population to spread out into the neighbouring countryside and to live in new housing estates, "dormitory towns" or elsewhere. In such areas workers tend or are obliged to live farther and farther away from their work and the problem of transportation between their home and their work becomes a very real one.

The second type of case is that of the undertaking situated in a sparsely populated area which draws its workers from nearby urban centres. Many new factories in various countries are sited on the edge of populous areas where land can be obtained more cheaply than in the centre of the city and where more space is available for future expansion. Further, in certain industries, for example, building and civil engineering and petroleum, the place of work may, for various reasons, be at some considerable distance from the main centres of population where the workers reside.

In order to meet one or other or both of these sets of circumstances measures have been taken in many countries to assist the workers in overcoming transport difficulties.

Arrangements for transport facilities are not usually made in virtue of legislation. In the United Kingdom, for instance, where road and rail transport facilities have reached a high stage of development, no special measures are ordinarily required to enable industrial workers to reach their employment by ordinary means of public or private transport. The Minister of Labour and National Service has a certain interest in seeing that any transport difficulties which workers may encounter in their daily travel to work and which constitute impediments to employment are brought to the attention of appropriate authorities and that effective steps are taken to overcome them. Where it is known that a new or increased demand for some particular transport service will arise, the appropriate local transport authorities are notified so that any necessary transport arrangements can be made well in advance. Officers of the Ministry of Labour can usually resolve local transport problems by direct approach to the transport undertakings concerned and where necessary regional offices of the Ministry can

invoke the assistance of the appropriate transport authorities for their area. In certain countries, however, such as Austria, France and Yugoslavia, provision of transport facilities falls within the competence of works committees set up in virtue of legislation, although the legislation setting up works committees which assigns them general responsibility for welfare facilities does not specify transport facilities in particular. The legislation on works committees which have a responsibility for welfare facilities in general is listed in Chapter IV. In certain other countries, as will be seen from the detailed analysis below, provision for transport facilities is made in virtue of legislation in the petroleum, coalmining and construction industries.

Provision for transport facilities in particular industries is occasionally made in collective agreements. Such agreements are to be found usually in one or more of the industries already mentioned—petroleum, coalmining and construction—in Austria, Colombia, Finland, Israel, Peru, the Union of South Africa, the United States and certain other countries.

In most cases, however, the provision of transport facilities does not depend either on legislation or collective agreements but is made under voluntary arrangements on the initiative of individual undertakings.

An analysis of the available information shows that four main types of action may be taken to overcome transport difficulties: (a) arrangements made by the undertaking with organisations providing public transport to improve or adapt their services; (b) adjustment or staggering of hours of work by the undertaking to relieve pressure on transport at peak periods; (c) provision of transport by the undertaking; and (d) as an alternative to (c), provision of transport allowances by the undertaking.

Improvement of Services of Public Transport

In many cases action is taken by the undertaking to render more convenient and adequate, from the point of view of the workers in the undertaking, the transport facilities already afforded by organisations providing public transport in the area. The transport situation is always a changing one and new needs and new difficulties constantly arise. Train and bus services may have to be altered; small but important adjustments in time schedules may have to be made; special arrangements may have to be negotiated for seasonal fluctuations in labour. In all these matters facilities may be improved by the undertaking through co-operation with the local transport authorities and with neighbouring undertakings.

In some cases, after a survey of the needs to be met, arrangements can be made without much difficulty by the transport undertaking to ensure that adequate public transport is provided.

There are, however, limits to the action that can be taken by transport organisations, however co-operative they may be. In the first place, there is a limit in many congested areas to the number of additional trains, trams

or buses that can be placed in service at peak periods. At such times all available rolling stock may be fully used and it may be impossible to put more on the rails or on the roads without increasing the risk of accident on the railways or creating undue congestion on the roads. Further, where it would be necessary, in order to meet the needs of the undertaking, to organise special services to outlying areas, the transport organisation, whether publicly or privately owned, may be reluctant or unable to provide the facility if it is not likely to be reasonably remunerative. In some such cases the difficulty may be overcome by the industrial undertaking concerned paying a subsidy to the transport organisation.

Countries in which action is taken by individual undertakings to secure improvements in the transport services afforded by organisations providing public transport include Australia, Austria, Belgium, Finland, Israel, the United Kingdom and the United States.

The views of governments are sought on the desirability, where necessary, of action to secure from the organisations providing public transport in the locality concerned the necessary adaptations or improvements in their services (*question 31*).

Staggering of Hours of Work

In cases in which the undertaking is in an area of traffic congestion, when it proves impossible to secure any adjustment in the rail or road transport schedules to provide adequate transport for the workers action is sometimes taken to adjust the hours of work in the factory as a whole or in some of its departments. In other cases the larger undertakings in the area may agree on adjustments of hours of work in order to avoid a situation in which all begin and end work at the same time.

Great difficulties are, however, often met with in attempts to adjust or stagger hours of work. These difficulties arise both on the side of the undertaking and on the side of the workers employed.

As far as the undertaking is concerned there are often technical difficulties owing to the nature of the manufacturing processes in the individual undertaking. Further, if hours of work of the various departments are staggered, this may lead in factories not operating on a 24-hour basis to some increase in overhead costs owing to an extension of the spread-over period during which the factory is heated and lit.

On the part of the workers there is often reluctance to change the customary hours of starting and finishing work. In most areas such hours have become traditional and any change is apt to be objected to.

In spite of such difficulties, however, much useful work has been done in certain countries in staggering hours, with the over-all result that the workers have to do less standing in queues and endure less waiting about and fatigue.

Governments are asked for their views on the desirability of action to adjust or stagger hours of starting and finishing work in the undertaking as a whole or in some of its departments (*question 32*).

Provision of Transport by the Undertaking

If it proves impossible to provide adequate and convenient transport facilities for the workers either through negotiation with the organisations providing public transport or by any adjustment of hours of work in the undertaking, the undertaking may take steps to provide transport itself.

The arrangements made by individual undertakings to provide transport for their workers vary greatly from country to country and from industry to industry and, within the industry, according to the special needs in each undertaking. Some illustrative particulars can be given relating first to arrangements in particular countries and then to arrangements in particular industries.

Provision of Transport in Particular Countries.

In Argentina workers in public undertakings enjoy certain transport facilities; for example, regulations on the telegraph service provide that where the places of work are more than 1 kilometre from the railway station or stopping place of other transport services, transport must be made available for the workers between these points and the place of work.

In Australia there is no legislation requiring employers to provide transport to and from work for their employees. The general rule in industry is that ordinarily it is the responsibility of the employee to make his own arrangements for transport. However, where appropriate, industrial awards and determinations usually include legal provisions to cover circumstances which call for special transport arrangements. These provisions may relate to work during other than employees' normal hours of duty, or they may, for example, cover work at a distant location or at varying locations. The Commonwealth Award for the metal trades is typical of those which prescribe that the employer shall provide transport home for employees who are required to cease work at a time when ordinary transport is not available. The relevant clause reads—

When an employee, after having worked overtime, or a shift for which he has not been regularly rostered, finishes work at a time when reasonable means of transport are not available, the employer shall provide him with a conveyance to his home, or pay him his current wage for the time reasonably occupied in reaching his home.

Apart from such legal requirements, some employers provide transport to and from the nearest railhead, either because of inaccessibility of the workplace or their desire to attract labour to a temporarily unfavourable location. This practice is the exception rather than the rule, since most industrial establishments are well catered for by public transport.

In Austria undertakings often provide transport for their workers; in some cases where transport is not provided for all the workers, it is afforded to the older workers.

In Canada in certain provinces the legislation restricting night work for women contains an obligation for employers to furnish free transportation home to female employees required to work late. For example, in Alberta the Hours of Work Order applicable to all female employees, with certain specified exceptions, in towns and cities of more than 2,000 inhabitants, requires employers to provide free transportation to and from the employee's place of residence after midnight.

In Egypt statistics compiled by the Ministry of Labour in 1952 showed that 14 undertakings in Cairo, 13 in Alexandria and 17 in other areas in Egypt had their own bus services for their workers.

In Finland, in exceptional cases where ordinary means of transport are not available for the workers, transport is provided by the employer. In such cases the provision of transport facilities is usually covered by collective agreement.

In the Federal Republic of Germany transport facilities to and from work are sometimes provided by undertakings when the workers' homes are at a considerable distance from the workplace and no suitable public transport is available. Transport facilities, where provided, are in nearly all cases paid for by the undertaking, either wholly or for the most part.

In Israel some factories have their own transport arrangements. In public works projects transport is often supplied to bring the workers to the site.

In Uruguay some undertakings at a distance from residential areas make transport available for their workers.

In Yugoslavia the provision of transport to and from work is included among the welfare facilities for which works councils have responsibility in virtue of the basic law on the administration of public undertakings.

In these and other countries some information is available as to the practice in three particular industries, on which reports have been submitted by the I.L.O. to Industrial Committees, namely, the petroleum industry, the coal-mining industry and the construction industry.

Provision of Transport in the Petroleum Industry.

In various countries the petroleum industry is often located far from residential areas, or at least on the outskirts of towns and villages. In more remote areas where camps are established a transport problem may arise if there is a considerable distance between the camp and the field or plant. In countries where the public transport services, either local or national, are fully developed, the petroleum workers generally use such facilities. But even in those countries some additional provision may prove to be necessary in order to supplement the existing public arrangements for providing transport to and from work. In countries where the public transport services are not

yet fully developed and where the field or plant is located in a remote area the transport needs of petroleum workers are met to a greater or less extent by arrangements made by the industry itself.

In the European or North American countries the question of providing transport (or allowances in lieu thereof) for the workers arises chiefly when the worker is temporarily posted away from his regular place of work, as it is assumed that the bulk of the workers depend upon ordinary public transport services while doing their regular job.

There are some cases, however, where transport to and from work is provided by the company. In France the companies often provide their workers with transport to and from work, thus supplementing the existing public services. Such transport is usually by bus and is provided at the starting and finishing times, as well as for shift workers. Its maximum radius is 35 kilometres. For example, a group of two refineries, which have a staff of 2,400, transport 1,500 persons a day; night transport services are also organised for workers engaged on continuous processes. In the Netherlands the industry also provides its workers with transport to and from the place of work. At one oilfield buses are provided servicing localities on some routes. Workers engaged on continuous processes are also covered by these facilities. Workers who live in localities other than those situated on the bus routes have to rely on their own means of transport and they usually cycle to and from work. One of the refineries provides the workers with buses or boats at the starting and finishing times, and such facilities also include the three shifts engaged on continuous processes. Another refinery provides transport facilities within a radius of 10 kilometres.

Two of the four major oil companies of Canada provide some transport facilities for their workers. One company has wagons and converted trucks transporting the workers from the end of the tramline to the refinery; the other in its oilwell operations provides transport from central work points to the specific job site. The oil companies of the United States make provision for transport facilities in a limited range of circumstances. Most collective agreements contain a provision that if an employee reports to his regular place of employment as instructed and is then instructed to report to another place for work, or if an employee is compelled to remain at work past the hour when regular means of transport are available, the company will provide transport or pay the equivalent for it. Besides these provisions there are also arrangements which owe their origin to the circumstances prevailing during the Second World War. During the war, when gasoline and tyres were rationed, the workers found it advantageous to pool their money and buy buses. This arrangement proved to be economical and has continued since. The buses are privately owned and managed and the companies have no part in them and no supervision over them.

In the Latin American countries transport provisions are often found in collective agreements or in legislation. In Argentina one petroleum company

provides bus transport for its personnel wherever such measures are warranted by the distance between the work site and the place of residence. The transport is provided in accordance with the work schedule. A recent collective agreement concluded in Colombia stipulates that the company is to organise transport facilities for its workers when the latter travel from camp to camp, when they leave the camp at the end of the working week and when they come back to the camp. Lorries, used for such transport, are adapted for passenger traffic, provided with removable benches and protected against sun and rain. In Mexico the management is under an obligation to provide adequate means of transport to and from work when the actual work site is at a distance from the centre to which the workers report for work. Transport, when warranted by the distance, is also provided between the work site and the workers' residential district. Similar clauses exist in some collective agreements in Peru. According to the Labour Act of Venezuela the companies are required to provide transport to and from work when the distance between the camp or the residential area and the actual place of work exceeds 2 kilometres. The facilities, for day and shift workers, consist of passenger buses running before the starting and after the finishing time. Their radius depends on the distance between the camp or the residential area and the actual place of work.

Information for the Near and Middle East and Asia and the Far East shows that transport facilities have also been provided in some of those countries. In Egypt at one refinery the shift workers are transported by a special train, which brings the morning shift to work and takes the night shift back home. During the month of Ramadan the service is extended to another shift. The staff in other centres are transported to and from the offices and installations by special buses. Another company provides transport by lorries, twice per day or per shift, within a radius from 1 to 6 kilometres. In Iraq transport is provided both for workers on normal hours and for those on shifts. Motor transport consists of buses, though lorries and other types of vehicles are also used. The radius varies from 2 to 15 miles. The personnel of one company who live in Kirkuk Town and work in the new industrial area are conveyed to their work by the company's railway system unless their work is outside the range of the railway, in which case road transport is provided. In the Chauk oilfield in Upper Burma transport by lorries is provided to and from work for employees who live outside a radius of 1 mile from their place of residence to the work station; shift workers are given transport in all circumstances. In Indonesia at one refinery a bus service is in operation within the camp to transport workers and staff to different parts of the plant. Company cars or buses are used for transport between Pladju and other oil installations when necessary. A water transportation system is operated between Pladju and the town of Palembang. In Brunei and Sarawak companies provide transport for all employees, both shift and day workers, who live too far from their work to travel on foot. The maximum radius is 9 miles.

Provision of Transport in Coalmining.

In the coalmining industry transport facilities are generally made available to workers where the lack of public transport makes the journey to and from the mine awkward, long or difficult. Facilities vary from one country to another, often indeed from one coalfield or one group of mines to another.

In Belgium most of the miners use public transport; when this is unsatisfactory the collieries provide transport, either their own or hired from private contractors, to convey the miners to and from their work. In Canada, of the 42 companies which replied to a government inquiry in 1953, 15 supply transport free between the mine and the miners' community, and five at reduced fares. In another instance transport at reduced fares is provided by the trade union. Finally, three companies which supply no direct transport subsidise privately owned transport. In France the Miners' Statute lays down that persons obliged to utilise public transport for journeys from their homes to their place of work are to be refunded the actual ordinary cost of such journeys whenever the coalmines themselves do not supply free transport. In the majority of cases the regional boards guarantee transport to persons who have to travel more than a certain distance to work. In the Federal Republic of Germany several collieries hire private buses or themselves operate bus services for transporting their workers. In India owners are not normally obliged to supply transport facilities for their workers, who usually live at the collieries or in neighbouring villages. Certain companies have, however, provided free transport for workers living in the Bhuli Township, which was erected by the Coal Mines Welfare Organisation, or who live at a long distance from their work. In collieries maintaining light railways for the transport of their coal, miners are sometimes permitted to make use of these. In the Union of South Africa the mining companies subsidise public and private transport undertakings to ensure transport for European workers without private facilities.

Provision of Transport in the Construction Industry.

A worker in the construction industry living in an urban community with readily available public transport facilities may experience no more difficulty in reaching his place of work than any other worker, whereas in a rural area deprived of convenient public transport facilities, conditions may be such that it is appropriate for the undertaking by which he is employed to provide transport. In various countries arrangements are in fact made in certain circumstances for the provision of transport by the undertaking.

Thus, in Argentina a collective agreement covering construction workers stipulates that when construction sites are at a distance from towns the employer must provide free transport for the workers. Workers are required to assemble at places fixed in agreement with their trade union and transport must be effected outside working hours. In Switzerland in some cases the employer may provide transport in lieu of paying a transport allowance, as

provided in collective agreements. Similarly, in the Union of South Africa (Transvaal), in lieu of paying a transport allowance, in virtue of a collective agreement the employer may pay for transport or provide suitable transport; such transport must be weatherproof and have planed wooden seating and facilities for entering and leaving the vehicle.

During cold weather, particularly when roads are blocked by ice and snow, the employer may provide special transport facilities even if during warmer weather the workers are able to get to and from work by their own means.

When construction jobs are in special locations, for instance, in remote mountain valleys, special arrangements for transport, e.g., by aerial cableway, may be provided.

Summary.

The foregoing detailed analysis of experience in a certain number of countries and industries shows that, in a variety of circumstances, undertakings in which workers are employed provide the necessary transport facilities to bring them to work and take them home again. In each case the particular needs differ and the steps taken to meet the needs also differ. Two conditions, however, are most commonly found for the provision of transport by the undertaking. These are that the place of work is at a considerable distance from the workers' residential area and that adequate public transport is not available and cannot be provided.

Governments are asked for their views on the desirability of action by the undertaking to provide transport in cases in which adequate and practicable transport facilities for the workers cannot be provided in any other way (*question 33*).

Provision of Transport Allowances by the Undertaking

In a limited number of countries, often as an alternative to the provision of transport, arrangements exist under legislation or collective agreement for the payment to workers of transport allowances in specific circumstances in particular areas or in particular industries. Thus in Australia, in occupations where employees normally have no fixed place of employment, or where they are frequently required to change their place of working (e.g., in the building trades), awards usually prescribe payment of fares and travelling time apart from any provision for distant work in the normal sense.

In Austria collective agreements in the woodworking industry and in sawmills, in some of the metal industries and in the building industry, provide that workers who live more than 5 kilometres from their place of work shall be reimbursed their transport expenses or, alternatively, the time taken by them to travel to and from work when it exceeds 1½ hours shall be regarded as working time.

In other countries, such as New Zealand, in exceptional cases provision is made by collective agreements or otherwise for payment by undertakings of special transport allowances or bonuses to their workers.

Some detailed information is available as to the practice in three particular industries, namely, the petroleum industry, the coalmining industry and the construction industry.

Transport Allowances in the Petroleum Industry.

In the petroleum industry, in cases in which transport is not provided by the undertaking, arrangements are often made to pay the workers travelling allowances of various kinds.

In France, when transport is not provided, the companies pay allowances, or reimburse the cost, which, for workers engaged in the production of crude oil, is calculated in accordance with the relevant provisions of the Miners' Statute. In the Netherlands when workers are temporarily posted away from their regular place of work either they receive allowances or their transportation costs are met by the companies. In the case of one oilfield, when the worker has to cycle to and from work he is paid an indemnity for the use of his bicycle. In the United Kingdom in the majority of cases the workers pay their own transport fares, although arrangements exist for travelling allowances to be paid when the worker lives at a distance from the establishment. At one refinery, for instance, workers who live over 4 miles but less than 8 miles away receive 2s. per week; 8 miles but less than 12 miles away, 5s. per week; 12 miles and over, 6s. 6d. per week. Collective agreements concluded in the United States usually provide for a car mileage allowance if the employees use their personal automobiles in the company's service. Such allowance includes as a rule a rental for the use of the car and additional payments for transporting men, tools and materials. In the 43 collective agreements concluded by the C.I.O. Oil Workers International Union, which specify mileage allowance, one provides for the payment of an allowance of 5 cents per mile, another provides for 7 cents per mile plus 10 per cent., and two for 8 cents per mile. Of the remaining 39 agreements with mileage provisions, 16 fix the allowance at 6 cents per mile, and 23 at 7 cents per mile (May 1950 data).

Collective agreements in some Latin American countries also contain provisions for payment of travelling allowances. In Colombia shift workers are paid travelling allowances, and in Mexico an allowance of 4 pesos per day is paid to workers using their own means of transport if adequate transport facilities are not available. Similarly, in Peru, in cases where the distance between the residential area and the work station is 3 kilometres or more, the companies grant workers a bonus of 2 sols a day.

Transport Allowances in Coalmines.

In the coalmining industry various arrangements exist, sometimes as an alternative to the provision of transport by the undertaking, for miners

in certain circumstances either to receive allowances in cash to reimburse them in whole or in part for the cost of using public or private transport, or to be entitled to reductions in the fares normally charged for public transport.

In Belgium, in cases in which public or private transport is used by the miners, the collieries refund travelling expenses to them, account being taken of regular attendance at work, in accordance with collective agreements. All such provisions have been embodied in agreements between employers' and workers' representatives in the National Joint Mines Commission. In France, under the Miners' Statute, persons obliged to utilise public transport for journeys from their homes to their places of work are to be refunded the actual ordinary cost of such journeys whenever the coalmining undertakings themselves fail to supply free transport. Under the terms of this Statute, where workers must travel more than $2\frac{1}{2}$ miles and are unable to use colliery transport, they are given a travelling allowance equivalent to the cost of railway transport over the same distance. In the Federal Republic of Germany miners normally travel to work by the workers' trains or trams on weekly tickets at reduced rates. In Poland miners are entitled to reduced rates on public transport services for journeys to and from the mine. In the United Kingdom, wherever the miners have no access to public transport for travelling to and from their work, the National Coal Board subsidises public companies to provide the necessary services. Public transport is subsidised by the Coal Board only in the case of miners transferred from one area to another or in certain Divisions where agreements have been concluded with the National Union of Mineworkers. A large number of miners travel on services which were subsidised by the Government during the Second World War at fares considerably lower than was necessary for economic operation. An agreement was consequently concluded with the National Union of Mineworkers under the terms of which these fares were brought into line with the ordinary fares prevailing in public transport; the miners pay up to 5s. a week and the Coal Board pays the difference in whole or in part. In the Union of South Africa European workers usually have their own means of transport; in such cases the operators grant them a travel allowance.

Transport Allowances in the Construction Industry.

In the construction industry, where the worker has to cover an appreciable distance going to and from work and where the undertaking does not provide transport for him, arrangements exist in certain cases for him to receive a transport allowance or to be compensated in some other way.

In most cases, however, such payments are made in virtue of special arrangements for compensating travelling time which do not fall within the purview of this report.

Summary

It will be seen from the analysis in the foregoing pages of experience in a certain number of countries and industries that, sometimes as an alternative to the provision of transport by the undertaking, where the particular circumstances of the case warrant such action, transport or travelling allowances are paid to the workers. Payment of transport or travelling allowances is an exceptional measure; the great majority of industrial workers do not receive transport or travelling allowances of any kind. Practice in regard to payment of transport or travelling allowances does not conform to any uniform pattern. The conditions most generally found for the payment of such allowances are that public transport facilities are inadequate or impracticable, or that the worker lives more than a specified distance from his place of work, or that he uses his own means of transport to come to work, or that his place of work is a changing one.

The views of governments are sought on the desirability in particular countries or areas or in particular industries, where public transport facilities are inadequate or impracticable, and as an alternative to the provision of transport by the undertaking, of the payment of transport allowances to the workers by the undertaking (*question 34*).

TRANSPORT FOR SHIFT WORKERS

Special transport problems often arise in meeting the needs of shift workers. The Chemical Industries Committee of the International Labour Organisation suggested at its Third Session (Geneva, 1952) that "wherever necessary, employers should assist in arranging for suitable transport facilities to be available either through public transport or by other means for meeting the needs of the shift worker in travelling at times when normal transport facilities are lacking".

This problem arises not only in the chemical industry but in all industries in which work is organised in shifts, as the shifts often begin and end at times when ordinary public transport is not available. In order to meet this situation undertakings sometimes arrange with the organisations providing public transport to put on special transport services at the hours when the shifts change. In other cases, where such arrangements cannot be made, the undertaking itself may provide transport. Some reference to special action to provide transport for shift workers is contained in previous sections of this chapter.

Governments are consulted on the desirability of action by the undertaking, where necessary, to arrange for adequate transport facilities to be available either through services of public transport or otherwise to meet

the needs of shift workers at times of the day and night when ordinary public transport facilities are inadequate, impracticable or non-existent (*question 35*).

SUPERVISION

In cases in which the provision of the transport facilities depends on legislation, supervision is the responsibility of the labour inspectorate or other government agency. Where the facilities are provided in virtue of collective agreement, supervision is for the parties to the agreement. Finally, in cases in which the facilities are provided voluntarily by the undertaking, no external supervision is called for.

QUESTIONNAIRE

The law and practice concerning welfare facilities for workers as defined in the item placed on the agenda of the 38th Session of the International Labour Conference have been briefly analysed in Chapters II to VI of this report.

In accordance with article 39 of the Standing Orders of the Conference the present questionnaire has been prepared in order to obtain the views of the governments of the Members of the International Labour Organisation on a certain number of the main points arising in connection with the consideration of this question.

All these points emerge from the examination of the various problems in the detailed survey in the earlier chapters of this report except points 1, 2, 3, 4 and 5, which relate to the form and scope of the proposed instrument and to the nature of the arrangements that would be appropriate to give effect to its possible provisions.

In question 1 governments are consulted on the point whether the International Labour Conference should adopt an international instrument concerning welfare facilities for workers as defined in the item on the agenda and, if so, whether such an instrument should take the form of a Recommendation. It will be recalled that, as is mentioned in the Introduction, while it is of course for the Conference to decide whether the question placed on its agenda should be dealt with by way of Convention or Recommendation, it was suggested in the paper submitted to the Governing Body at its 123rd Session that if the Governing Body decided to place this question on the agenda of the 1955 Session of the Conference it would be understood that it would be with a view to the Conference dealing with the item by way of a Recommendation rather than a Convention.

In question 2 governments are consulted on the definition that should be adopted, for the purpose of the proposed instrument, of the undertakings to which it should apply.

In question 3 governments are consulted on the method of settling any doubt that may arise as to whether any undertaking is an undertaking to which the proposed instrument would apply.

In questions 4 and 5 governments are consulted on the nature of the arrangements that would be appropriate to give effect to its possible provisions. In this connection it will be recalled that, as is stated in the Introduction, it was suggested in the paper submitted to the Governing Body at its 123rd Session that if the Governing Body decided to place this question on the agenda of the 1955 Session of the Conference it would be understood that

certain parts of the possible Recommendation that might be adopted by the Conference, for example those relating to recreation facilities, would be for the guidance of the parties concerned rather than of governments and that it would be appropriate for national action on such parts of the possible Recommendation to be taken under collective agreements or other arrangements between the parties not involving government action.

In conformity with the double-discussion procedure provided for in the Standing Orders of the Conference, it is requested that the replies from the governments to this questionnaire should reach the International Labour Office as soon as possible and in any case not later than 1 October 1954, so that the Office may be enabled, on the basis of the replies, to prepare a further report indicating the principal questions which require consideration by the Conference.

I. Form of the International Instrument

1. (a) *Do you consider that the International Labour Conference should adopt an international instrument concerning welfare facilities for workers—(a) feeding facilities in or near the undertaking; (b) rest and recreation facilities in or near the undertaking (excluding holiday facilities); (c) transportation facilities to and from work where ordinary public transport is inadequate or impracticable?*

(b) *If so, do you consider that such an instrument should take the form of a Recommendation?*

II. Scope

2. *Do you consider that such an instrument should apply to manual and non-manual workers employed in public or private undertakings, including particularly undertakings engaged in manufacture, building and civil engineering, extraction and transport (excluding sea transport)?*

3. *Do you consider that in any case in which it is doubtful whether any undertaking is an undertaking to which such an instrument applies, the question should be settled by the competent authority?*

III. Arrangements for Implementation

4. *Do you consider that such an instrument should stipulate that the facilities specified in the instrument relating to feeding, rest and transport should be provided in virtue of laws or regulations, collective agreements, or in any other*

manner approved by the competent authority, or by the organisations or representatives of employers and workers concerned ?

5. Do you consider that such an instrument should stipulate that the facilities specified in the instrument relating to recreation should be provided in virtue of laws or regulations, collective agreements or of arrangements made by individual employers or groups of employers in consultation with the workers in the undertakings concerned ?

IV. Feeding Facilities

(A) CANTEENS

6. Do you consider that it should be recommended that canteens providing hot meals should be set up and operated in or near the undertakings in which the workers are employed ?

Methods of National Regulation

7. (a) If canteens are provided in virtue of laws or regulations on conditions of employment, do you consider that the laws or regulations should apply only to undertakings employing more than a specified minimum number of workers ?

(b) If so, what do you consider this minimum number of workers should be ?

(c) Do you consider that the laws or regulations should empower an appropriate authority, e.g., the labour inspectorate, to require the setting up and operation of a canteen in or near any undertaking to which the laws or regulations apply ?

8. (a) If canteens are provided as part of the responsibility of works committees set up in virtue of laws or regulations, do you consider that this responsibility should be exercised only in undertakings employing more than a specified minimum number of workers ?

(b) If so, do you consider that this minimum number of workers should be 50 ?

9. (a) If canteens are provided in virtue of collective agreement or in any other manner except as indicated in 7 (a) and 8 (a), do you consider that such arrangements should apply only to undertakings employing more than a specified minimum number of workers ?

(b) If so, what do you consider this minimum number of workers should be ?

Information, Advice and Guidance

10. Do you consider that it should be recommended that specially qualified persons should be appointed by the government department concerned or other

appropriate body to give information, advice and guidance to individual undertakings with respect to the technical questions involved in the setting up and operation of canteens whether or not such canteens are set up and operated in virtue of laws or regulations ?

11. (a) *Do you consider that it should be recommended that a booklet should be prepared and published by the government department concerned or by some other appropriate body, containing detailed information, suggestions and guidance, adapted to the special conditions in the country concerned, on methods of setting up and operating canteens ?*

(b) *If so, do you consider that it should be recommended that such a booklet should contain suggestions on :*

- (i) *location of the canteen in relation to the various buildings or departments of the undertaking concerned ;*
- (ii) *accommodation in the canteen including standards of space, lighting, heating and ventilation ;*
- (iii) *layout of the canteen including dining room or rooms, service area, kitchen, dishwashing area, storage, administration office, and lockers and washroom for canteen personnel ;*
- (iv) *equipment, furnishing and decoration of the canteen including equipment for the preparation and cooking of food, refrigeration, storage and washing up ; types of fuel for cooking ; types of tables and chairs in the dining room or rooms ; scheme of painting and decoration ;*
- (v) *types of meals provided—standard menu, standard menu with options, à la carte ; midday meal only or also breakfast and meals for shift workers ;*
- (vi) *standards of nutrition including nutritional values of foodstuffs, planned menus and balanced diets ;*
- (vii) *types of service in the canteen including hatch or counter service, cafeteria, and table service ; personnel needed for each type of service ;*
- (viii) *standards of hygiene in the kitchen and dining rooms ;*
- (ix) *financial questions including initial capital outlay for construction, equipment and furnishing, continuing overheads and maintenance expenses, food and personnel costs, accounts, prices charged for meals ?*

(B) BUFFETS AND TROLLEYS

12. (a) *Do you consider that it should be recommended that in undertakings in which it is not practicable to set up canteens providing hot meals or, in large undertakings in addition to such canteens, buffets or trolleys should be provided for the sale to the workers of packed meals or snacks and tea, coffee, milk and other beverages ?*

(b) *If so, do you consider that it should be recommended that some of these facilities should be made available not only during the midday or mid-shift interval but also during recognised rest pauses or breaks ?*

(C) MESSROOMS AND OTHER SUITABLE ROOMS

13. (a) *Do you consider that it should be recommended that in undertakings in which it is not practicable to set up canteens providing hot meals or, in addition to such canteens, facilities should be provided for individual workers to prepare or heat and take meals provided by themselves ?*

(b) *If so, do you consider that it should be recommended that the messroom facilities should include at least—*

- (i) *a room in or near the undertaking which can be heated in the cold season (in countries where this is necessary) ;*
- (ii) *sufficient tables and chairs ;*
- (iii) *a stove or hot plate on which food and beverages may be heated ;*
- (iv) *an adequate supply of wholesome drinking water ?*

(D) MOBILE CANTEENS

14. *Do you consider that it should be recommended that, in undertakings in which the workers are dispersed over wide work areas, mobile canteens should be provided for the sale to the workers of hot meals ?*

(E) SHIFT WORKERS

15. *Do you consider that it should be recommended that special consideration should be given to providing shift workers with adequate meals at appropriate hours ?*

V. Rest Facilities

(A) SEATS

Seats for Occasional Use

16. (a) *Do you consider that it should be recommended that, where any workers have in the course of their employment reasonable opportunities for sitting without detriment to their work, seats should be provided and maintained for their use to enable them to take advantage of such opportunities ?*

(b) *If so, do you consider that it should be recommended that the seats should be provided—*

- (i) *in adequate numbers; and*
- (ii) *reasonably near the workplaces of the workers concerned?*

17. *If your reply to question 16 (a) is negative, do you consider that it should be recommended that the seats mentioned in question 16 should be provided for women workers only?*

Seats for Use on the Job

18. (a) *Do you consider that it should be recommended that where a substantial proportion of any work can properly be done sitting a seat should be provided and maintained for any worker doing that work?*

(b) *If so, do you consider that it should be recommended that—*

- (i) *the seat should be of a design, construction and dimensions suitable for the worker and the work; and*
- (ii) *a footrest should be provided on which the worker can support his feet if he cannot do so without a footrest?*

19. *If your reply to question 18 (a) is negative, do you consider that it should be recommended that the facilities mentioned in question 18 should be provided for women workers only?*

Information, Advice and Guidance

20. *Do you consider that it should be recommended that whether or not seats for workers are provided and maintained in virtue of laws or regulations appropriate government officials, e.g., the labour inspectorate, should be authorised to give information, advice and guidance with respect to the technical questions involved in the provision and maintenance of suitable seats for workers, particularly in cases in which the seats are provided for workers engaged on operations in which a substantial proportion of the work can properly be done sitting?*

(B) REST ROOMS

Provision of Rest Rooms

21. (a) *Do you consider that it should be recommended that rest room facilities should be provided?*

(b) *If so, do you consider that it should be recommended that rest room facilities should include at least—*

- (i) *a room which can be heated in the cold season (in countries where this is necessary);*

(ii) *adequate ventilation and lighting;*

(iii) *a reasonable number of chairs ?*

22. (a) *Do you consider that national laws or regulations should empower an appropriate authority, e.g., the labour inspectorate, to require the provision of such a rest room in any undertaking employing more than a specified minimum number of workers ?*

(b) *If so, what do you consider the minimum number of workers should be ?*

23. *If your reply to question 21 is negative, do you consider that it should be recommended that the facilities mentioned in question 21 should be provided for women workers only ?*

VI. Recreation Facilities

Provision of Recreation Facilities

24. (a) *Do you consider that it should be recommended that appropriate measures should be taken to provide recreation facilities for the workers in or near the undertakings in which they are employed ?*

(b) *If so, do you consider that it should be recommended that such measures should be taken either—*

(i) *in countries in which provision of recreation facilities forms part of the responsibility of works committees or other bodies set up in virtue of laws or regulations, by such works committees or other bodies; or*

(ii) *in other countries by the voluntary action of the employers concerned in consultation with the workers in the undertaking ?*

Optional Character of the Facilities Provided

25. *Do you consider that it should be recommended that whatever be the methods adopted for providing recreation facilities, in no circumstances should the workers be under any obligation to participate in the utilisation of any of the facilities provided ?*

Indoor Facilities

26. *Do you consider that it should be recommended that provision for recreation should include some at least of the following indoor facilities:*

(a) *suitable accommodation for lectures, concerts, theatrical performances, cinema shows, dances and other social, cultural and educational functions;*

(b) *staff libraries and reading rooms;*

- (c) *facilities for table-tennis, billiards, chess and other table games;*
- (d) *facilities for practice of hobbies and handicrafts particular to the individual country or locality concerned?*

Outdoor Facilities

27. *Do you consider that it should be recommended that provision for recreation should include some at least of the following outdoor facilities:*

- (a) *suitable installations for football, basketball, tennis, bowls and other ball games;*
- (b) *swimming pools;*
- (c) *facilities for gymnastics and athletics;*
- (d) *facilities for sports special to particular countries, areas or seasons?*

VII. Management of Feeding and Recreation Facilities

28. *Do you consider that it should be recommended that, while the management of the feeding and recreation facilities provided may be exercised in different ways varying in accordance with the customs of the country or locality concerned or with arrangements under which special bodies are entrusted with over-all responsibility for welfare facilities, the attention of governments, employers and workers should be specially drawn to the following forms of management:*

(a) Feeding Facilities.

- (i) *in countries in which the provision of feeding facilities forms part of the responsibility of works committees set up in virtue of laws or regulations, by such works committees or by subcommittees appointed by them; or*
- (ii) *in other countries by the management of the undertaking or by catering contractors appointed by the management of the undertaking, with arrangements for consultation with the workers in the undertaking, e.g., through a canteen committee consisting of representatives of the workers in the undertaking?*

(b) Recreation Facilities.

- (i) *in countries in which the provision of recreation facilities forms part of the responsibility of works committees set up in virtue of laws or regulations, by such works committees or by subcommittees appointed by them; or*
- (ii) *in other countries by a central recreation committee elected by the workers in the undertaking, with or without a representative or representatives of the management of the undertaking, or by a number of different clubs formed voluntarily by groups of workers in the undertaking interested in particular forms of recreation?*

VIII. Financing of Feeding and Recreation Facilities

29. *Do you consider that it should be recommended that, while the financing of the feeding and recreation facilities provided may be exercised in different ways varying in accordance with the customs of the country or locality concerned or with arrangements under which special bodies are entrusted with over-all responsibility for welfare facilities, the attention of governments, employers and workers should be specially drawn to the following form of financing:*

(a) Feeding Facilities.

- (i) financing by the employer of expenditure for constructing or otherwise providing the premises for feeding facilities together with the necessary equipment and furnishings and for continuing overheads and maintenance including heating, lighting and cleaning, rates, taxes and insurance, and upkeep of premises, equipment and furnishings;*
- (ii) financing by the workers using the facilities, through payment for meals and other food supplied, of the cost of the food;*
- (iii) financing, either by the employer, or by the workers through payment for meals and other food supplied, of expenditure for wages and insurance of food service personnel?*

(b) Recreation Facilities.

- (i) financing by the employer of expenditure for constructing, renting or otherwise providing the premises for indoor recreation facilities and the grounds and installations for outdoor recreation facilities, together with the necessary durable equipment and furnishings, and for continuing overheads and maintenance including heating, lighting and cleaning, rates, taxes and insurance and upkeep of premises, grounds, installations, equipment and furnishings; and*
- (ii) financing by the workers using the facilities through payment of membership subscriptions and games fees, and through receipts from charges for admission to matches, or otherwise, of day-to-day running expenses including in particular the provision of expendable equipment and supplies?*

IX. Transport Facilities

PROVISION OF BICYCLE SHEDS AND PARKING PLACES

30. *Do you consider that it should be recommended that undertakings should provide:—*

- (a) conveniently situated roofed sheds or other shelters for the workers' bicycles;*

- (b) *conveniently situated parking places for the workers' motor vehicles in cases in which adequate public parking space is not available within reasonable distance of the undertaking ?*

IMPROVEMENT OF SERVICES OF PUBLIC TRANSPORT

31. *Do you consider that it should be recommended that where a substantial proportion of the workers experience special difficulties in travelling to their work and returning home owing to the inadequacy or impracticability of services of public transport, the undertakings in which they are employed should endeavour to secure from the organisations providing public transport in the locality concerned the necessary adaptations or improvements in their services ?*

STAGGERING OF HOURS OF WORK

32. *Do you consider that it should be recommended that where the workers' transport difficulties are primarily due to peak transport loads and traffic congestion at certain hours and where such difficulties cannot be overcome otherwise, the undertakings in which they are employed should, in consultation with the workers concerned and where appropriate with other undertakings in the same locality, adjust or stagger times of starting and finishing work in the undertaking as a whole or in some of its departments ?*

PROVISION OF TRANSPORT BY THE UNDERTAKING

33. *Do you consider that it should be recommended that where adequate and practicable transport facilities for the workers cannot be provided in any other way, the undertakings in which they are employed should themselves provide the necessary transport ?*

PROVISION OF TRANSPORT ALLOWANCES BY THE UNDERTAKING

34. *Do you consider that it should be recommended that in particular countries or areas or in particular industries, where public transport facilities are inadequate or impracticable, and as an alternative to the provision of transport by the undertaking, transport allowances should be paid to the workers by the undertaking ?*

FACILITIES FOR SHIFT WORKERS

35. *Do you consider that it should be recommended that, wherever necessary, undertakings should arrange for adequate transport facilities to be available either through services of public transport or otherwise to meet the needs of shift workers at times of the day and night when ordinary public transport facilities are inadequate, impracticable or non-existent ?*

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